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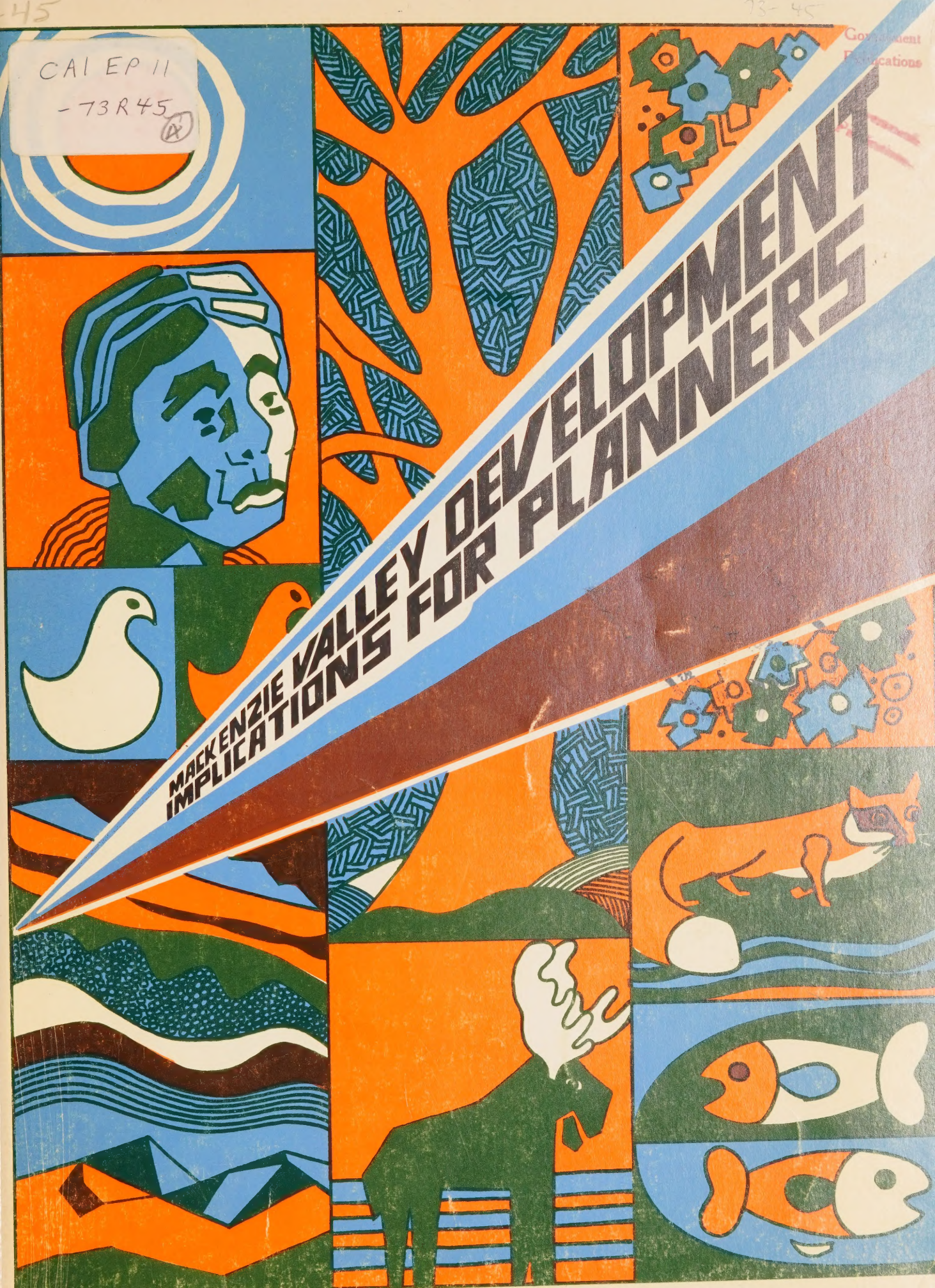
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MACKENZIE VALLEY DEVELOPMENT IMPLICATIONS FOR PLANNERS



MACKENZIE VALLEY DEVELOPMENT:
SOME IMPLICATIONS
FOR PLANNERS

by

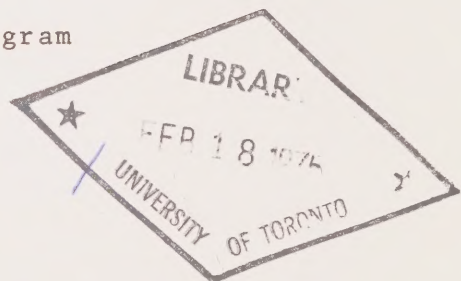
T. G. Forth
I. R. Brown
M. M. Feeney
J. D. Parkins

Government of the Northwest Territories

for the

Environmental-Social Program
Northern Pipelines

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The data for this report were obtained as a result of investigations carried out under the Environmental-Social Program, Northern Pipelines, of the Task Force on Northern Oil Development, Government of Canada. While the studies and investigations were initiated to provide information necessary for the assessment of pipeline proposals, the knowledge gained is equally useful in planning and assessing highways and other development projects.

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PREFACE

This overview study was begun in November, 1972 at the request of the Environmental-Social Program. In the course of the past year there have been many events which will leave their mark on the north. Construction of the Mackenzie Highway north of Fort Simpson, announced by the Prime Minister in April, 1972, was begun and sections of the Dempster Highway between Fort McPherson and Arctic Red River and also south of Inuvik were completed and are already experiencing traffic. Anik brought live television into the valley and elsewhere in the north. It is still too early to assess the impact, but retail stores are conducting a brisk business in both colour and black and white sets.

Perhaps the most interesting scenario was played out in the mobile courtroom of Mr. Justice Morrow. The land caveat has received attention across Canada.

This is a critical stage for the north, for the Mackenzie Valley and most important for the people. To what extent will they share in the growth potential, to what extent will traditional lives be changed and will children lose a sense of their own rich heritage. These were some of the questions in our minds as we prepared an inventory of government activities in the development corridor, a list which continued to grow even while we examined the programs. There are perhaps few places in the world with the same extent and diversity of government programs as the Mackenzie Valley. The concern is not so much with this multiplicity of public programs but the degree to which they are planned and well co-ordinated. Our study attempts to shed some light on this very question.

Our parameters were already very broad when the study began, however, almost at the outset we decided to widen them further by conducting some original research. An attempt was made to examine attitudes of residents living in the valley towards their own community and its institutions. At the same time we also tried to find out something about their views and aspirations of work regarding wage employment.

The authors hope that this overview will be of

use to planners involved in northern development.

Study Director Terry Forth

Government Program
Analysis John Parkins
 Mara Feeney

Demographic Anal-
ysis and Original
Research Ian Brown

ACKNOWLEDGEMENTS

A report such as this is obviously the direct work of more than one individual and is in fact both the direct and indirect result of many people who have contributed in various ways.

I must first of all express my gratitude to Commissioner Stuart Hodgson and Deputy Commissioner John Parker who gave the green light to the project at the outset and provided their continuing support all the way. Also to Assistant Commissioner Sid Hancock who was my Director at the time the project commenced. It was he who made it possible for my secondment to the study almost full time for over four months. And to Ray Creery, the present Director of Local Government who endured my continued pre-occupation with the valley for five months after he assumed his new role.

Special thanks must also go to Eldon Schorn, Manager of the Highway and Pipeline Project Group. It was Eldon who prompted my initial interest in the task and once ignited kept the flame, giving his full support to all of our efforts.

To the other key staff who worked with me on the study, it was really they who made most of this possible. Ian Brown, who joined me soon after the study began, took charge of the demographic sections and also the original research required for the Community Attitude Survey.

Ian deserves special credit for overcoming the almost daily crises of data gathering, processing and analysis.

John Parkins, who was assigned to the study from the Executive Secretariat, was principally responsible for the sections on government programs. Amid extreme odds John's patience and endurance has paid off in a unique inventory and analysis which provides much needed background to the present situation in the valley.

John and in fact all of us were aided by the contributions of Mara Feeney who joined the project staff group only this past summer. Mara deserves much of the credit for steering us towards completion of many of the sections.

For much of the time Mrs. Bonnie Sherwin served as the study secretary and provided much needed continuity. During the course of the study she became so intrigued with the valley that she and her family moved to Fort Simpson. Mrs. Andrea Gordon was largely responsible for picking up where Bonnie left off and patiently endured rewrite after rewrite without complaint.

All of the tables and other illustrations are the work of Ron Sylvester who also provided assistance in the preparation of the statistics.

In addition we enjoyed the participation of several staff who joined us for various periods and they include Carol Tees, Peggy Loftus, Sally Driscoll and Carol Wagner.

In Ottawa, Pat Fogarty, Senior Sociologist with the Environmental-Social Program Group, has been an invaluable source of information and guidance along with his colleague Ilse Ducharme.

Others in Ottawa have also been very helpful in preparing reports and providing data. We must single out the Staff of the Employment Liaison Section, Territorial Affairs Branch of the Department of Indian and Northern Affairs and the Policy and Planning ACND Division of the same Department.

My further thanks must go to Alex Reeve, Director of the Environmental-Social Program Group, for his thorough reading of our first draft, together with his constructive comments. Also to Sheila Meldrum, of the Policy and Planning ACND Division, who not only contributed much in the way of guidance and ideas concerning data gathering, but also provided much appreciated constructive criticism which was invaluable in the preparation of the final draft.

Of course without the co-operation of the Directors and Program Managers throughout both the Territorial and Federal Government, our work would have been impossible. My special thanks to all those who contributed in so many different ways.

Terry Forth
Study Director
Yellowknife
April, 1974

INTRODUCTION AND OBJECTIVES

This overview is, as the title indicates, a report for planners interested in development of the Mackenzie Valley. It is an attempt by the Government of the Northwest Territories to examine one area of its jurisdiction and report on the social implications of further developments in that area. There are various points of view on certain vital issues which are expressed throughout the report which are critical of current practices in both the public and private sectors. These points of view are not personal in the sense they represent only the views of the authors of this report. They are the collective advice of all those charged by the government with responsibility for carrying out social programs in the N.W.T. In all cases any specific criticism is followed by a suggested remedy.

There is a great deal of information brought together in this report not all of which will be useful to every reader. Where possible we have organized the report with material that is really of a reference nature included in the appendix, rather than the main body of the report itself. In some cases certain material is included in the main text simply because we feel it forms an essential part of the total picture.

The overview was taken with five main objectives:

To examine currently available social research of the Mackenzie Valley for the purpose of determining the relevancy of such previous studies to current and proposed developments and to identify areas where further investigation may be required.

To identify government activities taking place in the valley in context with current or proposed development activities. This identification would lay heavy emphasis on social programs. The overview would determine, from the program manager's viewpoint, the degree to which these activities are preparing people to cope with possible changes brought about by development.

To provide an updated summary of population variables on each of the eighteen communities included in the overview.

To provide a summary of basic demographic variables regarding volume and composition of the study area population, present and future.

To obtain an indication of attitudes of the Mackenzie Valley people towards community organizations and activities.

I SUMMARY

I SUMMARY

In this section we provide a summary outline of each chapter contained within the report. In a condensation of this sort it was not possible to ensure coverage of all points.

II THE MACKENZIE CORRIDOR

The Mackenzie River has a long history of serving as a transportation link between Great Slave Lake and the Beaufort Sea. The river has played a significant role in the settlement and use of the whole valley by the original inhabitants as well as the more recent newcomers.

Eighteen communities were chosen to be included within the study area ranging in size from Trout Lake with 50 to Inuvik with 3,650. The projected population for the study area by 1981 is expected to be at least 14,000, an increase of almost 4,000; however with developments such as the pipeline this projection could be considerably increased (see Chapter II).

1. Major Historical Events

The basic "pre-contact" history of the corridor is outlined including a description of the various native groups which occupied the valley.

An attempt is also made in this section to describe the early contact period as both traders and missionaries began to infiltrate. The role of the R.C.M.P. in the early part of this century is also explained.

Mention is made of both Treaty eight and Treaty eleven and some of the conditions of these Treaties which have been the subject of so much recent debate.

The development of the educational system from the school at Fort Providence which received a \$200 Federal Government grant in 1896 to the present \$30 million dollar a year program is described.

Finally, the growth of transportation and communication systems are both briefly outlined.

2. Political Development

A major government objective in the north in recent times has been the development of political awareness.

The N.W.T. is represented federally by only one member of Parliament. The Territorial Council has not yet achieved political autonomy comparable to that of a Provincial Legislature. Municipalities and even settlements are closer to achieving "responsible government" at their levels.

The program of Local Government is aimed at an orderly development of responsible government at the local level. Even a small community could hope to achieve hamlet status which is a significant step towards this independence.

Some of the new awareness, however, is resulting from the work of native organizations. The main objective of these organizations and the Band Councils has been to seek a settlement of aboriginal land claims. Significant and real involvement of the native people in the decisions of the day which will deeply affect their future is seen by the authors as being vital to avoid traumatic consequences.

The corridor map of the Mackenzie shows the location of the settled area within the region, and identifies existing highways and proposed pipeline and highway routes. There is no indication of any definite corridor, as this area has not been accurately defined, but the proximity of the noted transportation systems illustrate the areas of most intense projected development.

III SOCIAL STUDIES OF THE VALLEY

Twenty-three studies or surveys were selected by the authors for assessment in order to determine the nature of available research, the degree to which it related to current development, and the extent to which gaps in this research might be identified. In addition to these studies a bibliography of other related studies was also included.

The studies selected dealt mainly with five different subjects: Economics, Anthropology, Mental Health, Employment and the Impact of Development.

IV A. GOVERNMENT ACTIVITIES IN THE MACKENZIE VALLEY

In the introduction to Section IV there is an outline of methodology and some of the problems encountered in trying to obtain data for the "Analysis of Government Programs" section. After several attempts at interviewing, it became apparent that program managers often did not have the requested information right at hand.

IV B. DEVELOPMENT OF SOCIAL PROGRAMS

Section IV B focusses on four specific Territorial Government Divisions - Continuing and Special Education (Department of Education), Recreation (Department of Local Government), Child Welfare (Department of Social Development), and Industry and Commerce (Economic Development). Specific programs of these Divisions were examined in five of the Mackenzie corridor communities - Fort McPherson, Fort Simpson, Fort Norman, Fort Good Hope, and Jean Marie River. In general these programs could be described as development-oriented and quite flexible, adapting to local conditions such as community size and the desires of residents.

IV C. ANALYSIS OF SOCIAL PROGRAMS

In attempting to analyze government programs in light of impending Mackenzie developments, we first outline the "critical issues" as identified by program managers, then describe ways in which the program managers feel the Government should respond to these issues. All Departments anticipate an increase in activity if major developments are approved, and feel the need for more flexibility in carrying out their programs. They also feel that the information flow must be improved, and that the needs of the individual communities should be closely monitored.

The critical issues identified by program managers were classified as physical, economic, social, or civic issues. All of the issues seemed to revolve around social impact. It was felt that if the physical, social, and civic issues were not dealt with, they would trigger various social problems.

The main physical issue identified was housing. Program managers felt that present housing needs should be met immediately, and that planning for the

needs of a more mobile population (in the event that pipeline construction is approved) should begin. They also felt that town planning programs should be stepped up, and that final siting of construction camps should take place only after careful consideration and consultation with the communities that will be affected.

Concerning the major economic issues, the Department of Economic Development plans to oversee the growth of secondary industry in the Mackenzie Valley. A variety of programs will be implemented to encourage native people to control new business activity in the area. Many program managers felt the need to assure northerners of good jobs when employment opportunities increase. The Department of Education and the Department of Local Government are expanding education, job training, and placement programs to meet this need, especially at the community level. Concern was also expressed for social problems that could result from the mishandling of increased incomes.

The main civic critical issue was identified as the threat that new non-native settlers in the north might usurp civic control in the existing Mackenzie Valley communities. Several suggestions are made in this study as to how this problem might be met.

An increase in many social problems is foreseen as a result of development impact. Alcoholism is seen as by far the strongest threat to social equilibrium. Most program planners felt that early measures could and should be taken to reduce these potential social problems.

Minutes from two meetings of the Wrigley Settlement Council are included in this study to portray more accurately the human aspects of the development controversy. In these meetings with various government and mineral exploration representatives many strains and conflicts in values are uncovered.

IV D. EMPLOYMENT AND OTHER BENEFITS OF GOVERNMENT ACTIVITIES

In the section entitled "Employment and Other Benefits of Government Activities in the Mackenzie Communities" we had hoped for a more profound analysis of the real meaning of government programs to Mackenzie Valley communities, measured in terms of employment and other direct and indirect benefits. However, questionnaire

response in this area from program managers was disappointingly poor with the result that our envisioned analysis was reduced to a superficial description.

V DEMOGRAPHIC CONSIDERATIONS

Population Growth 1961-66-71

In this section the relative growth rates of the Indian, Eskimo and Other population are shown. Figures illustrate that while in 1961 the Indian and Eskimo persons comprised 57.5% of the total N.W.T. population, they accounted for only 49.7% in 1971.

Also, it was found that the Indian and Eskimo populations of the N.W.T. are experiencing a negative net migration. This means that their net growth in size is less than their net growth due to natural increase. The populations of Indian, Eskimo and Other are projected to 1981 and are 9,874, 16,236 and 26,962. Finally, projections of population by ethnic origin and sex were made for the study area communities for 1976 and 1981.

If development in the Mackenzie region occurs at the rate outlined in Figure I, there will be more than 9,000 positions for which workers must be found. It is expected that no more than 10% of the required workers can be found within the N.W.T., thus indicating a need for massive importation of labour. The implications of this type of activity are so vast and so important to the people of the N.W.T. that a very much closer and more detailed look at the problems is urgently required.

The impact on the settlements is viewed only in terms of the number of persons expected to come into the centers projected to be major recipients of development impact. It is projected that Fort Simpson, Inuvik, Norman Wells and Fort McPherson will gain for example a minimum of 2,635, 2,635, 2,200 and 1,320 persons, respectively, in 1977. This does not necessarily reflect actual growth to existing communities, but instead represents the number of people expected to be employed in pipeline and related activities in work camps located near these communities. These figures are only for actual workers on the specific developments and do not include the families of these workers or personnel working in service industries which will spring up alongside the major developments.

VI MACKENZIE VALLEY SURVEYS

A. NEED FOR SURVEYS

Insufficient fresh data existed on the attitudes of Mackenzie Valley residents toward their communities and their employment and training background. It was therefore decided to undertake some original research as part of this overview.

B. COMMUNITY ATTITUDE SURVEY

A survey was conducted of a sample of adults and students in the Mackenzie area in order to determine how they viewed a number of organizations, groups and projects that were found in their home communities.

Grouping of the responses to the attitude questions showed us that for the adults, education, welfare programs, and employment are considered the most important areas of concern. Recreation, community organization, industry and maintenance of order follow in importance. For the students, the order of importance from highest to lowest is Recreation, Employment, Education, Social Assistance, Community Organizations, Industry and Maintenance of Order.

C. MANPOWER SURVEY UPDATE

As part of the community survey there were attempts made to update the D.I.A.N.D. Manpower Survey on a sample basis. Response was not as extensive as in the case of the Attitude Survey and therefore no data analysis was conducted.

D. EMPLOYMENT ATTITUDES

The complete results from the Attitude Survey are included in Appendix VI; however, some analysis of the responses dealing with Employment and Training are included here. Questions such as preference for short or long term periods of employment, work location and work history are covered. There is also special focus on the attitudes of students now in high school in Mackenzie Valley communities. Included are summer work plans, career plans and job expectations.

VII SPECIAL CONSIDERATIONS

A. SPECIAL TRAINING AND EMPLOYMENT PROGRAMS

1. Adult Vocational Training Centre - Fort Smith

The Fort Smith A.V.T.C. is described including a breakdown of current courses now offered. Special mention is made of the Life Skills Program which is a component of Academic Upgrading and also some other courses. Life Skills attempts to focus on important aspects of success beyond job skills.

The Teacher Training Program is also described along with the more recently established Dental Therapy Program.

2. Hire-North

This special employment program related to construction of the Mackenzie Highway is examined in some detail from its inception to the present time (September, 1973).

There are really two major aspects to Hire-North, on-the-job-training of equipment operators and the hand clearing of the highway right-of-way.

Several problems are highlighted; however, in general the project has been highly successful in attracting widespread interest and support from native people.

3. Labour Pools and Special Community Employment Programs

The development of Labour Pools at Fort McPherson, Aklavik, and Cambridge Bay is described.

Basically the Labour Pool concept provides for an employment officer to be hired by and to report to the Settlement Council. The officer is free to call on the resources of both Canada Manpower and the Territorial Government, but at the same time he is autonomous and able to finalize specific arrangements with various companies.

B. HARD REALITIES

Some examination of our approach to development in the Mackenzie Valley is outlined in this section of the report. The differences between the approach used by overseas community development workers and our own program staff are identified.

There is a critical need for more serious direct involvement of native people in the planning of government programs. The newcomers must recognize that native people have a contribution to make and we are not simply trying to establish southern systems in the north.

II THE MACKENZIE CORRIDOR

II THE MACKENZIE CORRIDOR

A. COMMUNITIES UNDER DISCUSSION

Figure 1 is a map of the Mackenzie Region of the N.W.T. showing the locations of the communities under discussion in this report and the various proposed routes for Highway, Pipeline and Railway.

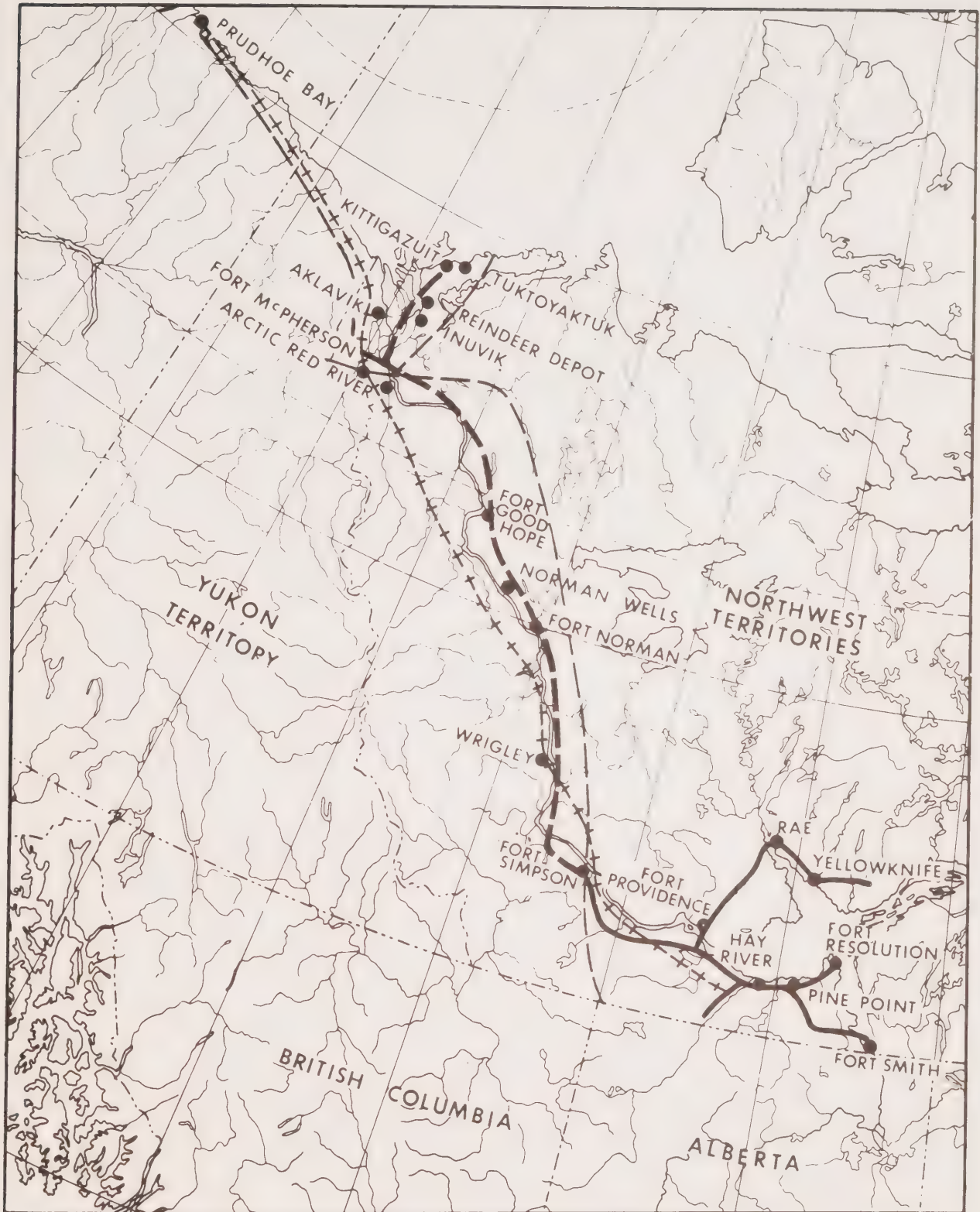
B. MACKENZIE VALLEY DEVELOPMENT

Sometimes referred to as the Mississippi of the north, the Mackenzie River has played an important role in the shaping of historical developments in the Western Arctic. It has long influenced the transportation and settlement patterns of the men who have chosen to live along its banks. Sir Alexander Mackenzie saw the river as a possible passage to the east. Throughout time the river has provided an ease of access making it possible for the first inhabitants to travel widely over an extensive area.

The very presence of this flowing highway has resulted in considerable impact on the life style of the Indians and Eskimos throughout the valley.

1. Major Historical Events

The indigenous Indian groups in the Mackenzie region were organized into loosely consolidated bands, each occupying a distinct area (Weir in Villiers 1968: 106). Chippewyan territory was east of Great Slave Lake and along the Slave River (see Figure 2). The Dogrib Indians occupied the area between Great Slave and Great Bear Lakes (Helm and Lurie 1961:2; Anders 1966:44). The Yellowknife Indians occupied land northeast of Great Bear and Great Slave Lakes (Anders 1966:43). In 1823 a war between the Dogrib and Yellowknife tribes resulted in almost total annihilation of the Yellowknives (Anders 1966:47). From the eighteenth century on, the Slaves occupied both banks of the Mackenzie River from Great Slave Lake to Fort Norman. The Hare Indians occupied the land west and northwest of Great Bear Lake (Anders 1966:43). The Nahanni Indians roamed the Mackenzie Mountains, while the Kutchin or Loucheux Indians occupied territory extending from the central Yukon River eastward to the Mackenzie (Bissett 1967:28).



— EXISTING HIGHWAYS
 - - - PROPOSED HIGHWAYS

— PROPOSED PIPELINE —
 + + + PROPOSED RAILWAY

Figure 1

A brief description of the Indian cultures in the Mackenzie area is provided by Weir (in Villiers 1968:106):

"These woodland people of the Mackenzie River system had a simple hunting, fishing and gathering culture. Each band was a loosely consolidated unit and occupied a distinct area. Only a small part of this area was utilized at any particular time. Their economy was based on caribou, both 'woodland' and 'barren ground', moose, small game, birds, fish and berries. Although most groups preferred meat they relied heavily on the fish resources of the area. The seasonal variety and regional location of the food supply kept the Indian bands in constant motion. This need for mobility kept the material culture to a minimum. Their dwellings were rectangular huts of poles and bush with gabled roofs in winter and conical tipis covered with caribou hide or spruce bark or simple lean-to's in summer.

Every family possessed a canoe, nearly always made of spruce bark, because birch bark of sufficient size was seldom available. The 'Mountain Indians' i.e. those who lived in the Mackenzie Mountains to the west of Fort Norman, covered their boats with moose hide instead of bark."

The Indians of the Mackenzie area were nomadic, following seasonal food resources (Villiers 1968:107). The Hare Indians, named because of their dependence on the Arctic Hare (Anders 1966:43), suffered frequent periods of hardship as a result of the highly fluctuating population cycle of the hare (Osgood 1932:37).

Because of the need to migrate continually, the native peoples in the Mackenzie area had limited material culture. In the summer months the Indians would congregate at the best fishing spots. The first trading posts were often built on these sites, since they provided a food resource for the trader as well as access to a large number of Indians (Villiers 1968:107).

By 1850, trading posts were scattered all along the Mackenzie River to the Arctic Circle. The establishment of trading posts had a profound impact on traditional Indian subsistence patterns and inter-tribal relations. The bow and arrow, sling shot, and native traps were

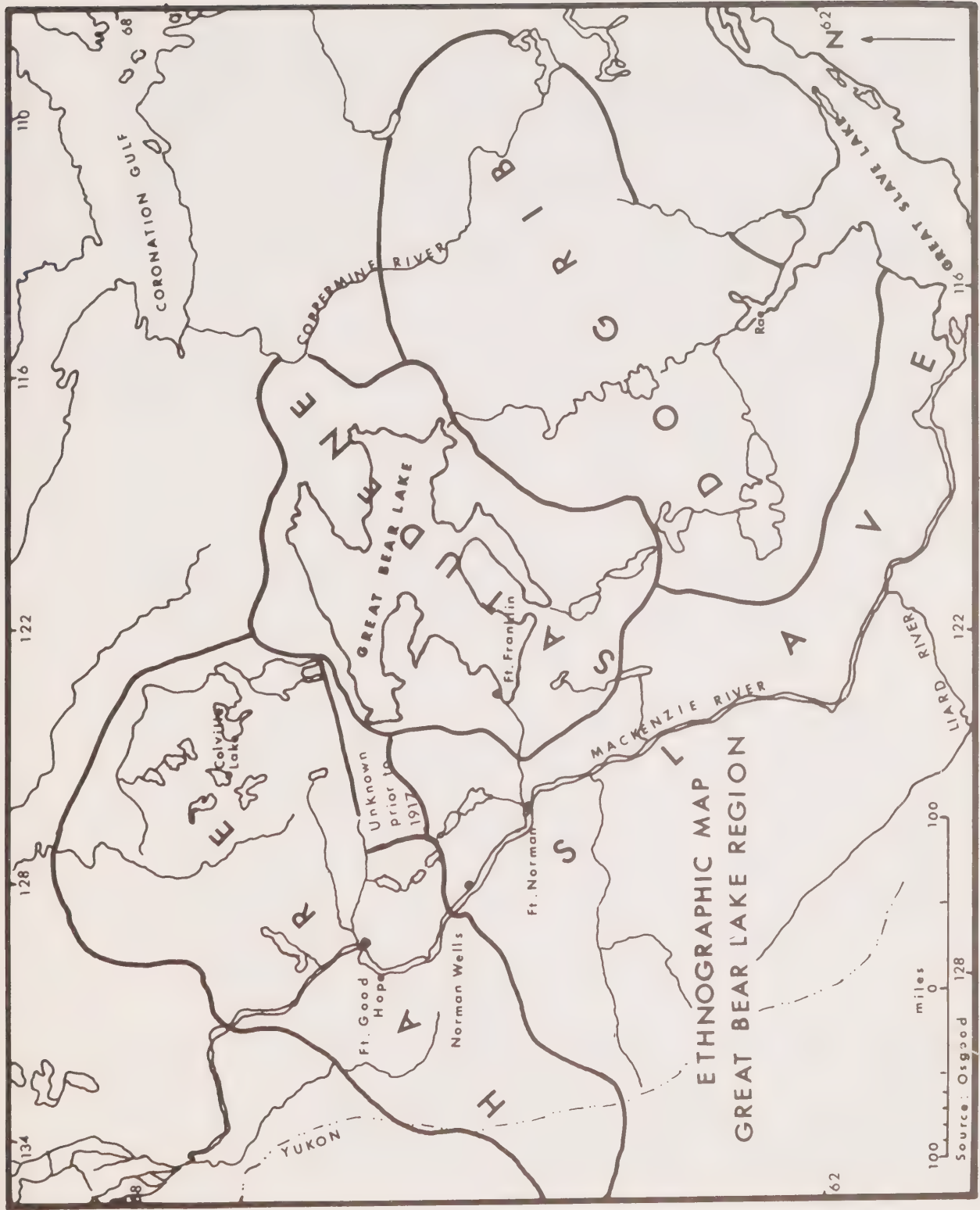


Figure 2. Ethnographic Map, Great Bear Lake Region (from Osgood in Villiers 1968: 105).

replaced by steel traps and rifles (Villiers 1968:107). Firearms resulted in a rapid depletion of game in some areas, so that the Indians became more and more reliant upon the trading posts.

Missions usually arrived shortly after the trading posts, and these provided a new type of culture contact. Indians were encouraged to return to the settlements more often, to observe various religious holidays (Villiers 1968:107-108).

With the impetus of the Klondike Gold Rush, a parade of prospectors passed through the Mackenzie Valley. In 1905 the R.C.M.P. were made responsible for maintaining law and order in the Mackenzie District. The police set up small posts and began to register statistics, enforce game laws, and distribute some welfare and medical services (Villiers 1968:108).

Small groups of Indians began to cluster around the trading posts and missions. Some built log houses and planted gardens. Schools and hospitals were added to some communities, and these encouraged further population growth.

In 1899 the Government initiated Treaty 8 with the Chipewyan Indians. The Treaty concerned rights over a large section of land between the sixtieth parallel and the south shore of Great Slave Lake. The Indians maintained hunting, fishing, and trapping rights over the territory, but these rights became subject to Government regulations. Annuities of \$5 were granted to all band members, with \$25 to each chief and \$15 to each headman. Reserves could be set aside for those who wanted them. Many Slaves, Dogribs, Chipewyans, and Yellowknives signed adhesions to Treaty 8 in 1900.

During the first two decades of the twentieth century, Euro-Canadian entrepreneurs continued to be drawn to the Mackenzie area, encouraged by high fur prices and new mining and oil activities (Villiers 1968:108). As oil was struck and valuable ores were discovered, world interest in the Mackenzie area's mineral resources increased. By 1920 the influx of prospectors, trappers, traders, and settlers was so great that a treaty with the Indians of the area seemed desirable.

Treaty 11, dated June 27, 1921, was signed by the Indians at Fort Simpson, Fort Wrigley, Fort Norman, Fort Good Hope, Arctic Red River, Fort McPherson, and Fort Rae. The terms of the treaty were similar to those

of Treaty 8. Both Treaty 8 and Treaty 11 were recently contested by the Indian Brotherhood of the Northwest Territories. In the first week of September, 1973, after months of hearings and deliberation, Mr. Justice W. G. Morrow of the Northwest Territories Supreme Court handed down the decision that a caveat could be registered by the Indians of the Northwest Territories declaring an interest in Mackenzie area lands. Because of circumstances surrounding the signing of the treaties, it was ruled that doubt existed as to whether the Indians gave up their aboriginal rights to the land. The land settlement situation will be watched closely by the many people involved in planning Mackenzie Valley development.

It was the missionaries who first assumed responsibility for education in the Northwest Territories. For half a century the only schools in the N.W.T. were operated by the Roman Catholic and Church of England missions, with some financial assistance from the Government. In the 1920's the practice of sending promising native students to residential schools in Hay River, Fort Resolution, and Fort Providence was begun (Bisset 1967:45). The present education system was not set up until 1947.

Communications and transportation systems in the north have also grown up. The Mackenzie area -- once served only by York boats and dogteams -- now has several commercial air carriers and charter services.

Two transportation companies operating out of Hay River barge freight from the railhead down the Mackenzie River every summer. The all-weather Mackenzie Highway is now extended beyond Fort Simpson, and is projected to reach the Delta within a few years. Meanwhile many of the Mackenzie communities are serviced by a winter road.

C.N.T. has provided land-line telephone service to most of the settlements in the Mackenzie Valley, though a few of them still use radio-phone. Information now travels quickly to the settlements through C.B.C. repeater stations along the Mackenzie Valley. In addition, several of the larger communities now have live color T.V. reception via the Anik satellite put into operation in 1973.

2. Political Development

One of the major government objectives in the

past few years has been to increase the level of responsible government throughout the N.W.T. particularly at the local level.

Federally, the N.W.T. is represented by one member of Parliament. The Territorial Council is composed of both elected and appointed members. At the municipal level, significant strides towards fully responsible government have been made. Both Hay River and Inuvik are incorporated towns while Fort Simpson recently attained village status. Fort Franklin and Tuktoyaktuk are hamlets, and in January 1974 they will be joined by Aklavik. Figure 3 shows the status of all communities within the study area.

As can be seen, Fort Liard, Nahanni Butte, Jean Marie River, Trout Lake and Enterprise are still unorganized. With the exception of Enterprise there are Band Councils in all of these communities.

The program of Local Government in the N.W.T. is designed to allow for the orderly development of responsible government at the local level. As understanding in procedures is acquired, and local advisory or settlement councils show readiness for more responsibility, even a very small community can seek incorporation as a hamlet. In so doing the elected Hamlet Council is then empowered to carry out many of the same functions as a larger municipality. They receive grants which allow them to employ a Secretary Manager and also to carry out municipal services. They must, with guidance from the Town Planning and Lands staff in Yellowknife, make decisions regarding the disposition of land. They may also pass certain by-laws and even employ a by-law enforcement officer.

Even Settlement Councils are given a certain amount of responsibility although they lack real authority and function mainly as advisory bodies. Nevertheless a conscious effort has been made within the past three years to gradually turn municipal services such as water delivery, sewage and garbage disposal over to a settlement so that they can be handled on a local contract basis.

The development of political maturity is a critical step in the direction of self-government. It is absolutely necessary if northern people are to come to grips with their own social problems.

Not all of this political awareness, however,

Figure 3
MAJOR HISTORICAL DEVELOPMENTS,
THE STUDY AREA

	<u>Trading Posts</u>	<u>Missions</u>	<u>School</u>	<u>RCMP</u>	<u>Medical Facility</u>	<u>Native Groups</u>	<u>Band Council Org.</u>	<u>Present Govt. Status¹</u>	<u>Impact²</u>
LOWER MACKENZIE									
Inuvik	1956	1956-Ang -RC 1961-Pent 1964-LDS	1956-Govt	1959	1957-61 NS 1961-NHW Hosp.	Mixed	-	T	H
Fort McPherson	1840	1860-Ang -RC	1948?-Miss 1950-Govt	1903-07 1909-21 1949	1945-NS	Kutchin or Loucheux	X	S	H
Arctic Red River	1970's	1859-Ang	1951-Govt	1926-69	N/A	Kutchin or Loucheux	X	Unorg S	H
Tuktoyaktuk	1934	1937-Ang -RC 1957-Pent	1947-Miss 1950-Govt	1951	1956-NS	Eskimo	-	Ha	M
Aklavik	1912	1919-Ang 1926-RC 1950's-Pent	1922-Miss 1950-Govt	1922	1925-61 RC Hosp. 1961-NS	Loucheux	X	Ha	M
CENTRAL MACKENZIE									
Norman Wells	1937	N/A	1957-Govt	1944-47 1972	1942-OPC	Slave	-	S	H
Fort Norman	1810	N/A	1860-68 Miss 1950-Govt	1916-17 1921	1939-? Ang. Hosp. 1959-NS	Slave	X	S	M
Fort Good Hope	1805	1859-RC	1950-Govt	1924	1947-NS	Hare	X	S	M
Fort Franklin	1825	1958-RC	N/A	-	N/A	Hare & Dogrib	X	Ha	L
UPPER MACKENZIE									
Fort Simpson	1804	1858-Ang 1894-RC	1888-Ang 1917-RC 1949-Govt	1912	1916-73 RC. Hosp 1973-NHW Hops.	Slave	X	V	H
Wrigley	1877	1896-RC	1958-Govt	1930-33	1971-NS	Slave	X	S	H
Enterprise	N/A	N/A	-	-	-	-	-	Unorg S	H
Hay River	1868	1869-RC 1893-Ang	1920-Ang 1949-Govt	1925-33 1947	* 1925-64 1964-NHW Hosp.	Slave	X	T	H
Trout Lake	1923	N/A	1973-Govt	-	-	Slave	X	Unorg S	M
Fort Providence	1789	1861-RC	1867-RC 1959-Govt	1924	1963-NS	Slave	X	S	L
Fort Liard	Pre 1807	N/A	1955-Govt	1929-33 1944	1968-NS	Nahanni Slave	X	Unorg S	L
Nahanni Butte	1969	N/A	1961-Govt	-	-	Slave	X	Unorg S	L
Jean Marie River	1965	N/A	1953-Govt	-	-	Slave	X	Unorg S	L

LIST OF ABBREVIATIONS:

Ang - Anglican
RC - Roman Catholic
Pent - Pentecostal
LDS - Latter Day Saints
Govt - Government
Miss - Mission
X - indicates Band Council
representation

N/A - data not available
NS - Nursing Station
Hosp - Hospital
OPC - Out-patient clinic run
by Imperial Oil until 1972,
now by NHW
NHW - National Health & Welfare
(assumed responsibility for
operation of existing hospital)

¹Present Government Status
T - Town S - Settlement
V - Village Ha- Hamlet
Unorg S - Unorganized
Settlement
²Impact level as defined in
Gemini North, 1973, pp. 90-92
H - High M - Medium L - Low

* Hay River hospital operated intermittently
over the period.

is developing within the framework of local government. The growth of the native organizations, and regeneration of band-council activities also account for a large amount of interest in public affairs. The activities of the Indian Brotherhood and Band Councils during 1973 have centered mainly around the land settlement issue. The land caveat question is commented on elsewhere in this study. The position of the Indian Brotherhood, however, has been made quite clear. They see the settlement of aboriginal land claims as providing the equity necessary to allow native people in the N.W.T. to take their place with respect and dignity. They feel that with direct control over a large trust, sufficient funds would exist for native people (with outside support or consultation as requested) to design programs to meet their own needs.

Thus the gradual emergence of political awareness is a critical aspect of the social implications for development along the Mackenzie Valley. The degree to which communities feel it within their purview to question proposals and make suggestions for alternatives will determine the real success of future projects. Such projects as the highway or pipeline, if they are founded on a thorough understanding and approval of the people affected, will result in less traumatic consequences.

III SOCIAL STUDIES OF THE VALLEY.

III BIBLIOGRAPHIC ASSESSMENT OF SELECTED STUDIES

As previously mentioned one of the main objectives of this report was to review a sample of available research, selecting some for in depth analysis.

Considerable effort was made to identify the total body of research. The Territorial Government's Department of the Executive Secretariat was just completing a computerized bibliography of northern research, so that our task of searching for existing studies was made much easier.

Twenty-three studies or surveys were selected for assessment although many more were identified and examined somewhat less extensively. A complete listing of the studies examined may be found in Appendix VII.

Following is a breakdown of the years in which the selected studies were conducted in each category.

Year Study was Conducted

<u>Category</u>	1957	1960	1961	1962	1963	1965	1968	1969	1970	1971	1972	1973	Total
Economics			1			2	2	1		2			8
Anthropology		1		1	1				1	1			5
Mental Health				1					1			1	3
Employment							1		1		1		3
Impact of Development	1						1				1	1	4
TOTAL by year	1	1	1	2	1	2	4	1	3	3	2	2	23

A. STUDIES SELECTED FOR ASSESSMENT, WITH A SUMMARY OF EACH

1. Clairmont, D.H.

1962 Notes on the Drinking Behaviour of Eskimos and Indians in the Aklavik Area. Northern Affairs and National Resources, Ottawa.

Clairmont takes a look at some aspects of socio-economic impact on natives of the Aklavik area that has resulted from increased wage income. He looks primarily at the characteristics of drinking offenders, noting that of the 134 violations between January 1960 and June 1961, 106 were for intoxication. Clairmont identifies two patterns of drinking behaviour: the splurge and the one-night binge.

Clairmont distinguishes between "acculturation" and "assimilation", and concludes that the Indians and Eskimos were becoming more acculturated into southern culture, accepting "much of the value-system of our society". He points out that while the native people are acquiring southern goals, they still lack the means of attaining those goals, and the resultant frustration results in increasing amounts of deviant behaviour.

In some cases, Clairmont's conclusions are based on a sample of only fifty-two individuals. More "hard data" to support his conclusions would be a help.

2. Cohen, Ronald.

1962 An Anthropological Survey of Communities in the Mackenzie-Slave Lake Region of Canada. Ottawa, Department of Northern Affairs and National Resources, Northern Co-ordination and Research Center 62-3.

This survey contains a description of social and economic conditions as they existed during 1960 in the towns and settlements along the Mackenzie River between Hay River and Inuvik. General conclusions concerning roles, attitudes, and relationships of the various ethnic groups and of elements within those groups. The author's conclusions include the following:

- a. Native community may be taken as a whole. Differences between tribes and groups are minor though Métis are generally more attuned to settlement life and wage economy than Indians.

- b. White society is divided into traditionalists, apathetics and reformers. Life and progress in any one settlement is strongly affected by which group is dominant.
- c. Native people are experiencing great difficulty in adjusting to the demands of community life and wage economy. Participation is low; leadership, regularity and dependability are lacking.

Recommendations are made concerning development of local government, a leadership institute, vocational training, and further research. The study contains useful background material, but the rate of change in the Mackenzie Valley is so rapid that much of its information is no longer relevant.

3. Deprez, P.

1971 An Economic Evaluation of Indian and Métis Employment at Pine Point. Northern Economic Development Branch, Department of Indian Affairs and Northern Development.

This study is divided into two main areas covering the following topics:

- I Physical Setup of the Mine - Site and Infrastructure.
 - (a) Planning, financing, development, and operation of Pine Point townsite.
 - (b) Development and cost of projects in which the Government invested to help bring the mine into production (i.e. railway, hydro roads).
 - (c) Housing - policies and problems.
- II The Pine Point Native Labour Force.
 - (a) Composition of the mine labour force (native/non-native)
 - (b) Government (Federal and Territorial) efforts to increase native employment.
 - (c) Attempt to relate welfare expenditures to employment at the mine.

The author points out that in its eagerness to bring Pine Point into production, the Government paid little attention to decisions that could have maximized regional impact, e.g. earlier construction of the Pine Point - Fort Resolution road. He adds that there was an

absence of a definite employment philosophy and policy and most employment schemes were not developed until after the mine was in operation.

Perhaps lessons from the Pine Point example could be applied to the pipeline situation.

4. Erickson, G.

1970 Mental Health Needs & Resources in a Northern Community: Perception of a Community Caregiver. Unpublished thesis, School of Social Work, University of Manitoba.

This report on community mental health resources in The Pas area of Northern Manitoba was part of a larger study sponsored by a National Health and Welfare Grant. It includes a survey of community "mental health caregivers" - physicians, social workers, Public Health nurses, clergy, teachers - and comments on their perceptions of the services they perform.

The author's conclusions include the following;

- Adults are not considered for treatment unless they are a very serious problem to themselves or others; once diagnosed as mentally ill the succeeding hospitalization was easier.
- Specialized diagnostic and treatment services are minimal, and the community caregivers, while accepting responsibility to some extent, rather look on the mentally and emotionally ill as outside their competence.
- There is poor co-ordination among caregivers. They had a fairly well informed opinion as to what additional resources were required, but even as professionals, seemed not to recognize the community's responsibility for care and rehabilitation of returned patients.

The Pas mental health services are characteristic of many northern communities. This account points to the fact that while Canada has made substantial progress since the mid 1950's in providing health and hospital services to the physically ill, the services to the mentally ill have had a slow rate of improvement.

5. Ferguson, J.D.

1957 A Study of the Effects of the DEW Line Upon

Eskimos of the Western Arctic. Department of Northern Affairs and National Resources, NCRC, unpublished.

Data for this study were obtained through the participant observer over a summer field season on various sites. The survey describes differences among various Inuit groups in relation to working and living habits on the DEW Line sites, work routines, diet, clothing, and achievement of status. Although mainly descriptive, the study attempts some analysis of traditional values and social change factors.

The author notes that from Cambridge Bay east the contractor made no attempt to change the relationship between Whites and Inuit, and the Inuit were respected as a different cultural group. However, in the west the natives were regarded as an inferior group. In both areas they were used as a labour pool. It is noted that they were paid inferior rates to outsiders, and that they had to stop work periodically to hunt.

The author attempts to evaluate the study in an anthropological context, and concludes by depicting the DEW Line as one further example of the intrusion of western culture moving the Inuit from a subsistence economy towards wage living.

6. Freyman, A.J. and G. Armstrong.

1968 The Employment of Indigenes in the Territorial Mining Industry. Ottawa, Department of Indian Affairs and Northern Development, Economic Staff Group.

This study presents a general overview of the contribution of mining to the economic development of the north, and the part played by indigenous peoples in the industry. A cursory glance is taken at problem areas such as housing, hiring practices, legislation, union agreement, and work environment. The study concludes with an appendix of all mines visited, their current (1968) indigenous work force, the various attitudes of mine officials towards indigenous workers, and a hypothesis on the possibility of increasing the indigenous labour force at various mines.

Two basic recommendations are made by this report:

1. - Establish an employment liaison officer

position to deal specifically with the Mining Industry.

2. - Establish placement follow-up officers.

Both recommendations are relevant to pipelines. Initial and continuing liaison is essential throughout the pre-construction and construction periods to ensure that contractors know the employment conditions placed on projects and of the availability of native labour. Follow-up officers are essential to gauge the success of placement programs.

While this study focusses specifically on the mining industry, the recommendations are of a general nature and could apply to any major development projects. It should be noted that some of the statistical data are based on the 1961 census.

7. Gemini North Ltd.

1972 Settlement Council Labour Pools. 3 Volumes.
Yellowknife, N.W.T.

This study contains a concise description and analysis of the effective labour force in the Mackenzie settlements, and a proposal for the implementation of pilot labour pools in Aklavik, Fort McPherson, Fort Norman, and Fort Franklin. Among other reports, the study contains a review of the Work Arctic program in Hay River and useful manpower statistics.

Some of the major conclusions that emerge from this study are the following:

The number of males willing and able to work is lower than generally estimated. Unemployment in the settlements is a more serious problem than in larger centers such as Inuvik. While potential male labour force in the Mackenzie area is approximately 27% of the total population, the effective male labour force varies between 20-23% of the total population. Unemployment in the settlements fluctuates between 2% and 61% according to season. In some settlements there is a hard core of men who will not work at all. Female participation in the northern labour force is low. There is an evolutionary trend in northern employment: more exposure and opportunity creates more desire and participation.

The authors recommend that pilot labour pools be established and labour pool officers, who would report directly

to settlement councils, be hired to oversee the labour pool operation. They suggest an information campaign to inform employers and employees of the labour pool concept.

8. Gemini North Ltd.

1973 Mackenzie Valley Social Impact Study.
Yellowknife, N.W.T.

This study describes the nature and timing of current proposed forms of development in the Mackenzie Valley, and attempts to measure the impact of these on existing communities and existing government programs. The study period extends to 1980. The following represents some of the major conclusions.

- Employability of northerners is at a low level and shows little hope for improvement.
- Increase in social problems in native population cannot be linked with wage employment per se, but rather with increased cash income in general. Increase in job opportunities will not shrink social assistance payments.
- "High Impact" communities will be Inuvik, Fort McPherson, Arctic Red River, Norman Wells, Fort Simpson, Fort Wrigley, Enterprise, and Hay River. "Medium Impact" communities will be Tuktoyaktuk, Fort Norman, Fort Good Hope and Trout Lake. "Low Impact" communities will be Fort Franklin, Fort Providence, Nahanni Butte, and Jean Marie River.
- The Government of N.W.T. can deal adequately with developments provided sufficient resources are available, i.e. no major revisions in the Government's programs of policies will be needed.
- The major needs will be for housing, municipal services, developed land, transient facilities, education facilities, and social development.

This is an important study because it brings together a great deal of information on Mackenzie Valley development and provides a point from which to launch further studies. However, the study seems to concentrate more on physical than social aspects of development impact, and information on methodology is lacking.

9. Helm, J. et al.

1960 "Variations in Personality and Ego

Identification within a Slave Indian Kin Community." National Museum of Canada, Bulletin No. 190. Contributions to Anthropology, Part II: 94-138.

This is an ethnographic study using anthropological techniques of observation and interpretation, psychological tests such as Rorschack and TAT, and a Freudian Model to analyze results. From a study of four Slavey descendents and their families, the authors formulate a description of a Slavey model personality and discuss family pattern and individual personality formation. Features of Slavey personality described by the authors include the following:

1. Constraint in interpersonal relationships, tending toward emotional isolation, a self defence stance against rebuff, ridicule and aggression.
2. Obverse fear of aggression from others, in sobriety, and repression of one's own hostile impulses.
3. High valuation of personal autonomy - "own boss and free agent" reinforces the social atomism of Slavey life.
4. Reliance primarily upon techniques of avoidance, withdrawal and flight from sources of anxiety.

The authors are probably not careful enough in pointing out limitations of their study such as heavy reliance upon interpreters, the possible difficulties encountered by native people in dealing with abstract concepts, the inadequacies of the Freudian framework, and problems encountered in analyzing a native culture with foreign analytical tools.

10. Helm, J. and D. Domoi
1963 "The Contact-Traditional All Native Community of the Canadian North: The Upper Mackenzie 'Bask' Athabascans and the Igluligmiut." Anthropologie, 5(1): 9-21.

This is a comparison between the Dogrib of Great Slave Lake and the Inuit of Fox Basin, using such concepts as contact horizon, point of trade, social and kinship unto, and status and authority to determine the

extent to which each group has lost its traditional culture. The study also explains some of the main forces that moved these groups along the continuum of closer association and assimilation by the European culture.

The authors conclude that the religion and authority traditions of the Igluligmiut groups have remained more intact because of their adequate meat resource and less opportunity and need for wage employment. The Dogrib, on the other hand, have been heavily dependent on fur trade for their equipment and food, and it has moved them away from the best resource areas for fish and meat. As a result they have become increasingly dependent on government transfer payments and wage employment. In short, the insecurity of the Dogrib with respect to land resources and the meagre nature of these resources have operated to influence the Dogrib into the orbit of European culture and market economy at a more rapid rate than the Inuit group examined.

11. Helm, June and Nancy Lurie

1961 The Subsistence Economy of the Dogrib Indians of Lac la Matre in the Mackenzie District of the Northwest Territories. Ottawa, Department of Northern Affairs and National Resources, NCRC.

This is a general anthropological study based on one season of fieldwork carried out in 1959, though the authors had spent a number of years working with the bush Athabascans. Topics covered include origins of people and community, family and social interactions, economy, standard of living, exploitation of flora and biota, comparison of old and new practices, and cultural convergence.

The people described in this study continue to be attracted to a diet of meat and fish, but traditional skills, songs, dances, and other cultural components are rapidly disappearing. The limited time for this study and the lack of interpreters made examination of the more sensitive areas of interpersonal relationships limited.

12. Higgins, G.M.

1969 The Lower Liard Region - An Area Economic Survey. Ottawa, Department of Indian Affairs and Northern Development.

This is an economic, demographic, and geographic review of the area from Fort Simpson south to the British Columbia border and west to the Yukon border. Economic and

demographic information is valid only to 1968.

The investigation concludes that the Lower Liard region has a broader range of resources than any other part of the N.W.T., and it therefore has a potential for a more diversified economic base and greater economic stability.

13. Mackinnon, A.A. and Alfred H. Newfeld
1973 Project Mental Health.

This study originated with the N.W.T. Mental Health Association. A Local Initiative Project grant helped fund the survey, and local people were used extensively to gather data from representative communities throughout the north. A wide range of mental health factors were explored, and responses were analyzed according to age, sex, and ethnic differences.

The authors uncovered disturbing evidence of dissatisfaction with home communities and a readiness to "move away" as expressed by a significant number of respondents. This could create problems in some of the "corridor" communities if native people choose to move out. The authors also noted a high interest on the part of the native people towards wage employment and a corresponding high level of anxiety related to "money problems".

This study is useful as a barometer of mental health in the north at the present time and deserves careful attention from social planners. Areas requiring further investigation should be pinpointed and appropriate studies funded.

14. Naysmith, John K.
1972 The Impact of Technology upon Native People and Their Traditional Pursuits. Address to the 7th World Forestry Congress, Buenos Aires, Argentina, October, 1972.

Naysmith describes aspects of traditional economy and of the socio-economic impact of modern technology. He discusses the effect that indiscriminate use of water, forest, and land resources might have on the natural habitat, and therefore on the people who depend on the land for their livelihood. He also describes the challenge of providing native people with the opportunity to play a productive role in technological society if that is their desire.

Naysmith points out that outside influence had begun to alter the traditional relationship between the people and the land even before the influx of industrial technology. He says that most natives entering the labour force are disadvantaged due to lack of formal education, so that a more rigorous approach to on-the-job-training and technical programs is required. Finally, even in communities where adults still rely heavily on hunting and trapping, children receiving formal education tend to develop their own aspirations regarding the manner of earning a living.

15. Parsons, G.F.

1970 Arctic Suburb: A Look at the North's Newcomers. Ottawa, Department of Indian Affairs and Northern Development, Northern Science Research Group, MDRP 8.

In this preliminary investigation of the attitudes of northern whites, Parsons focusses his research on long-term (vs. seasonal) transient whites in the town of Inuvik. From a relatively homogeneous group of Federal Government employees, 55 whites were selected and interviewed in 1967.

The author attempts to describe this group of civil servants in a generalized way: they are fairly young, with above average education, and are usually drawn from small communities in Western Canada. Many of the transients seem disillusioned with the government agencies that employ them, and sooner or later adopt stereotyped attitudes toward the native people in their community. They see Eskimos as "cheerful extroverts" in contrast to the Indians, and they tend to view all natives as unambitious, irresponsible, essentially child-like. The transient whites see themselves as grown up models from which the native "children" should learn the values that will help them to get ahead.

This report is fascinating because for a change it is not the natives but the whites who are "the studied". As is pointed out in the study, research on short term transient whites, who provide a different type of culture contact, would be very worthwhile.

16. Radojicic, D.

1968 Great Slave Lake - South Shore: An Area Economic Survey. Ottawa, Department of Indian Affairs & Northern Development.

This survey is an economic, demographic, and geographic review of the area south of Great Slave Lake, from Hay River to Enterprise to Fort Reliance. The economic and demographic information is valid to 1967.

The study area is outside the region of primary interest, and the information is mainly descriptive with few conclusions that are relevant to pipeline and highway development.

17. Smith, Derek G.

1974 "Occupational Preferences of Northern Students." Ottawa, Department of Indian Affairs and Northern Development.

The extensive data for this study were obtained in 1967 in schools at Aklavik, Inuvik, and Fort McPherson; and in 1970 in schools at Yellowknife, Churchill and Frobisher Bay. A total of about 1,000 students were surveyed. The students were asked to rank a series of occupational titles on a scale of desirability. Through statistical analysis, prestige rankings were determined and distributions by sex, ethnic group, and place of instruction were noted.

The results of the survey showed that contrary to the common stereotype, native students placed a high value on indoor jobs with large companies or corporations, and lowest value on self-employment outdoors. Ethnicity, home settlement and background were less important factors.

The author concludes that the low rate of social mobility among native peoples may be a result not of low aspirations but of the way opportunities are structured for them by influential persons (e.g. teachers) who have misconceptions about native job aspirations.

18. Smith, Derek G.

1965 The Mackenzie Delta - Domestic Economy of Native Peoples. Ottawa, Department of Northern Affairs and National Resources, MDRP 3.

This is a report based on a three month visit to the Mackenzie Delta during the summer of 1965, with particular emphasis on Inuvik and Aklavik as well as surrounding land based activities. Economic activities of three population segments - people on the lands, settlement dwellers not continuously employed and settlement dwellers continuously employed - and the responses of these segments to goal frustration are studied.

This study provides some good background material. The specific information on economic activity is outdated, but some of the observations on people's attitudes and reactions are still pertinent.

19. Smith, Derek G.

1971 "The Implications of Pluralism for Social Change Programs in a Canadian Arctic Community". Anthropologica, n.s., Vol. XIII, nos. 1-2: 193-214.

Smith notes that the sharpest cleavage in Mackenzie Delta society is between "natives" or northerners and "outsiders" or transient whites. His study looks at some of the mechanisms operating to maintain this hierarchy. He reviews various clubs, organizations, and vehicles of authority and mobility in the Delta community, and shows how the natives are alienated from these. The author selects three aspects of Lewis' "culture of poverty" - matrifocality, immediate gratification, and alcohol, and shows how these are used by Delta natives to adapt to their position of marginality.

Smith uncovers attitudes of both segments of the population to the problems of social stratification and leadership in the community. He recommends that if public opinion feels that the present Delta situation is undesirable, steps should be taken to alter it. Improving the situation will mean reversing the mechanism which supports the present social structure. Smith feels that native rights should be clarified and legally guaranteed, and anthropologists should act as resource people, distributing their information through all media to sections of society.

20. Stevenson, D.S.

1968 Problems of Eskimo Relocation for Industrial Employment. Ottawa, Department of Indian Affairs and Northern Development, NSRG 68-1.

This preliminary study is based on research carried out during 1967-68 by D.S. Stevenson. The author examines several examples of Eskimo relocation in an attempt to assess the success and/or failure of such projects. His findings show that the biggest problem in Eskimo relocation has been finding adequate housing. Language ability was also found to be critical to success, and those who were unable to converse effectively in English had serious problems adjusting.

Stevenson underlines the need for more and better counselling both for the worker and his family at various stages in the relocation process. He also points out that proper diet and food preparation are very important to the relocated family. Stevenson's findings could be applicable to the Mackenzie Valley situation if relocation were to become a reality of highway and pipeline development.

21. Villiers, D.

1968 Central Mackenzie - An Area Economic Survey. Ottawa, Department of Indian Affairs and Northern Development.

This study is an economic, demographic and geographic review of the central Mackenzie River - Great Bear Lake area. Its economic and demographic information is valid to 1967. The report also contains information on the infrastructure and services of the area.

The economy of the Mackenzie area has changed so much since 1967 that most of the information in this report is only of historical interest. There are no conclusions specifically relevant to highway or pipeline development.

22. Wolforth, John R.

1968 The Mackenzie Delta - It's Economic Base and Development. Ottawa, Department of Indian Affairs and Northern Development, MDRP 1.

Wolforth gives a straightforward and detailed account of the Mackenzie Delta as it existed in 1965. He describes both renewable resources - based activity and wage employment.

The author concludes that the resource base of the Delta as he identifies it in 1965 is insufficient to support the existing population. Out-migration is suggested as a solution.

In reference to current Mackenzie Valley developments, the information contained in this study is out of date and of historical value only.

23. Wolforth, John R.

1971 The Evaluation and Economy of the Delta Community. Ottawa, Department of Indian Affairs and Northern Development, NSRG, MDRP 11.

Using the ecological approach for analysis, Wolforth reviews the evolution of the Delta community and the impact of the fur trade, missionaries, whalers, the gold rush and the Government. The second part of the study involves the use of hierarchical grouping procedures to classify trappers.

The author's main conclusions include the following:

1. The once distinct ethnic barriers are becoming blurred. Ecological forces based on space once assisted differentiation, but convergence on Delta has changed this.
2. Fur trade and missionareis (interrupted by whalers and gold rush) plus governmental influence has hastened the process of convergence on the Delta.
3. The case is made for the Delta's fur resources bring the two cultures together and resolving differences. The trade, missionary, R.C.M.P., etc. have been the main agents of European culture.
4. The allegiance to a fur speciality is now being replaced by allegiance to settlement life.

This is a scholarly work with considerable emphasis on methodology and typology.

The assessment team was made up of the following people:*

Terry Forth	Chief, Employment Division, Department of Local Government, Yellowknife, N.W.T.
J.P. Fogarty	Senior Sociological Analyst, Environmental-Social Program, Northern Pipelines, Task Force on Northern Oil Development, Ottawa.

* These titles reflect positions held at the time assessments were written.

D.L. Stewart	Supervisor, Research & Planning, Department of Economic Development, Yellowknife, N.W.T.
M. Feeney	Management Trainee, Department of Local Government, Yellowknife, N.W.T.
Ilse Ducharme	Assistant Sociological Analyst Environmental-Social Program, Northern Pipelines, Task Force on Northern Oil Development, Ottawa.
J.D. Fecht	Area Social Worker, Department of Social Development, Yellowknife, N.W.T.
U. Rauk	Employment Liaison Officer, Department of Indian Affairs & Northern Development, Yellowknife, N.W.T.
R.A. Creery	Director, Forth Smith Region, Government of N.W.T., Fort Smith, N.W.T.

* These titles reflect positions held at the time assessments were written.

B. ANALYSIS OF SPECIFIC AREAS WHERE FURTHER SOCIAL STUDIES OR INVESTIGATIONS ARE DEEMED NECESSARY.

In III A we identified the twenty-five studies which were selected for assessment. This section is an attempt to summarize the areas covered by the selected studies and to point out areas where further research should be conducted.

In order to provide some measure of the degree to which each study dealt with various topics, assessors were asked to evaluate the studies according to a standardized checklist. The checklist used was based on the "Outline of Cultural Materials" developed by G.P. Murdock et al. The checklist acts as an inventory of cultural features to which social researchers can refer. For our purposes, the assessors were asked to compare Murdock's checklist to the studies under assessment to determine the extent to which certain topics were or were not covered. Murdock's list was slightly modified to allow assessors to judge the relevance of particular studies to highway and pipeline development.

The checklist is organized into fifty-three major cultural categories, which are further broken down into 362 sub-headings. Assessors found that forty of the fifty-three categories were covered by the selected studies. If Murdock's list can be considered a relatively complete inventory of cultural features, then the collective evaluation of our assessors would indicate that current social studies on the Mackenzie Valley cover a wide spectrum - touching on almost 80% of the major culture categories as outlined by Murdock. Of course these categories did not receive equal coverage, but perhaps this is to be expected since their relative importance from the point of view of research funders would vary considerably. Figure 4 illustrates the distribution of significant references to the various categories as identified by the assessors.

Working with this data made us aware of certain areas where information is lacking or outdated. Areas where further research is suggested are outlined below.

1. Personality Disorders

Examination of Figure 4 shows that some of the selected studies did examine "Behaviour Processes and Personality" topics, but with little intensity. Further investigations on personality disorders - their causes, effects, treatments,

Figure 4 BIBLIOGRAPHIC ASSESSMENT SCHEDULE

SUBJECT		RELEVANCE TO HIGHWAY & PIPELINE DEVELOPMENT						QUALITY OF FINDINGS					
		Critical		Consi-derable		Some		High		Medium		Low	
1. BEHAVIOR PROCESSES AND PERSONALITY	8			1	2	3	3	1	2			3	3
2. DEMOGRAPHY	6			1	2	7	6			5	6	3	4
3. HISTORY AND CULTURE CHANGE	5	1	1	3	4	2	4	2	2	4	5		
4. CULTURE	7			2	2	5	5	1	4	2	2		
5. NATIVE LANGUAGE	4	1	2			1	1	1	2			1	1
6. COMMUNICATION	8	1	1			1	3	1	1			1	3
7. FOOD HARVESTING	6	2	3	1	2	7	5	1	3	8	5	1	1
8. FOOD PROCESSING	4					2	1			2	1		
9. FOOD CONSUMPTION	5					1	1					1	1
10. DRINK, DRUGS AND INDULGENCE	8			4	4	3	1			3	4	4	1
11. RENEWABLE RESOURCES	6	2	3	1	2	3	6			6	6		
12. NON-RENEWABLE RESOURCES	2	1	1			4	2			5	2		
13. SETTLEMENTS	12	2	5			5	7	1	4	6	7		
14. ENERGY AND POWER	6					2	2			2	2		
15. PROPERTY	8					3	2			1	1	2	2
16. EXCHANGE	8			1	1	2	2			3	2		
17. MARKETING	4					1	2			3	2		
18. FINANCE	6					3	3			1	1	2	2
19. LABOUR	7	3	3	3	6	4	5	2	3	7	6	1	2
20. BUSINESS AND INDUSTRIAL ORGANIZATION	6					1	2			1	2		
21. LAND TRANSPORT	7	1	1	1	1	2	3	1	1	3	4		
22. WATER AND AIR TRANSPORT	7			1	1	3	4			4	4		
23. LIVING STANDARDS AND ROUTINES	4			2	4	2	4	1	4	2	4	1	3
24. SOCIAL STRATIFICATION	6	2	2	3	3	3	4	1	1	5	5	2	4

BIBLIOGRAPHIC ASSESSMENT SCHEDULE (cont'd)

SUBJECT		RELEVANCE TO HIGHWAY & PIPELINE DEVELOPMENT						QUALITY OF FINDINGS					
		Critical		Consi- derable		Some		High		Medium		Low	
25. INTERPERSONAL RELATIONS	8			1	3	2	3	1	3			2	3
26. MARRIAGE	6			1	1					1	1		
27. FAMILY	6					2	3					2	3
28. KINSHIP AND KIN GROUPS	7					1	1			1	1		
29. COMMUNITY	7			3	4	2	2	1	2	3	3	1	1
30. GOV'T ACTIVITIES	9			1	3	1	1					2	4
31. LAW AND OFFENCES	9					1	3					1	3
32. SOCIAL PROBLEMS	7			2	3	4	2			4	3	2	1
33. HEALTH AND WELFARE	10			2	3	3	3			2	3	3	3
34. DEATH (SUICIDE)	6					1	1			1	1		
35. RELIGIOUS ORGANIZATIONS	7			1	1	1	1			1	1	1	1
36. SEX	5					2	3	1	1	1	3		
37. REPRODUCTION AND INFANCY	9					1	1					1	1
38. SOCIALIZATION	6	1	1			1	1			2	2		
39. EDUCATION (LEVELS)	4	2	1	1	1	1	1			2	3		
40. EDUCATION GOALS, METHODS AND TECHNOLOGY	5	1	2							1	2		

For KEY see following page.

KEY

SUBJECT		RELEVANCE TO HIGHWAY & PIPELINE DEVELOPMENT						QUALITY OF FINDINGS					
		Critical		Consi- derable		Some		High		Medium		Low	
21. LAND TRANSPORT	7	1	1	1	1	2	3	1	1	3	4		

FROM G.P. MURDOCK'S "OUT-
LINE OF CULTURAL MATERIALS"

NUMBER OF STUDIES AND
CORRESPONDING RATINGS
BY ASSESSORS FOR EACH
SUBJECT.

NUMBER OF DIFFERENT SUB-
HEADINGS UNDER EACH MAJOR
SUBJECT.

FOR EXAMPLE:

- LAND TRANSPORT
- VEHICLES
- HIGHWAY TRANSPORT
- RAILWAY TRANSPORT
- ETC.

NUMBER OF SUB-HEADINGS WITHIN
EACH SUBJECT AREA IDENTIFIED
BY ASSESSORS FOR ALL STUDIES.

and degree of readjustment - among northerners should be carried out in light of potential development impact.

2. Native Language and Communications

There is little hard data available on the important role native languages continue to play in the Mackenzie Valley communities. Extent of use of native languages, the emergence of new "dialects" and forms of non-verbal communications should be studied. More directly relevant to development issues, studies on media now functioning in the valley should be carried out in response to the wishes of the people. Improved or alternative methods for disseminating information should be suggested. Some interesting programs are now being carried out in the Keewatin which could be applicable to the Mackenzie situation.¹

3. Food Harvesting and Food Consumption

While considerable attention has been paid to hunting, fishing and trapping, we found that most available studies are now out of date. We suggest that information currently available from Game Management Officers be consolidated. The amount of game hunted for consumption could be compared to the volume of business at community grocery stores to help determine the importance of traditional diet. Effects of the switch from a high protein diet to one high in carbohydrates should be studied more carefully.

4. Drink, Drugs and Indulgence

Few studies to date have focussed directly on topics related to this subject, yet overindulgence in drinking and smoking are well-known problems in the north. The Wacko report on alcohol and drug abuse released by the Deputy Commissioner in September was not available in time to be assessed by this study, but it might well serve to meet this need. (However, the fact that we were not even aware of this study until it was released underlines certain problems of communications between government departments.)

5. Settlements

There is little evidence of complete studies having been

¹Patrick Gardiner - Dept. of Communication Experimental Program.

carried out examining the present role of native people in Settlement Councils and community services. The Housing Task Force Report² and Solid Waste Report³ are available - however other areas such as municipal services and recreation needs should be examined in more depth.

6. Marketing, Finances, Business and Industrial Organizations

Several Area Economic Surveys have been reviewed, however, most are dated by the time they reach publication. A joint task force between Federal and Territorial Departments should be formed to determine what data are required to make effective economic planning decisions and how to gather these data. There also appears to be little data available on results of attempts being made by officers of the Department of Economic Development to organize local industrial programs and results to date.

7. Interpersonal and Interracial Relations

Elsewhere in this overview we identify some concern over what appears to be a polarization of northern communities along racial lines. Some studies are underway. The results, when available, should be quickly evaluated to determine further requirements to this area.

8. Community and Political Considerations

As already pointed out earlier in the overview virtually NO studies have been carried out to evaluate the success to date of various government programs designed to stimulate political development. This type of research is urgently required if appropriate decisions with regard to funding priorities are to be made in the next few years.

9. Law and Justice

The northern judicial system has come into the limelight on several occasions in recent time. From experienced observers there is no question that the system of justice enjoyed in the Northwest Territories is more enlightened than the northern provinces. However, there appears to be a void in the area of examining the requirements of

² Report of the Northwest Territories Council Task Force on Housing 1972/Government of The N.W.T.

³ Solid Waste Report 1973/Government of The N.W.T.

our judiciary, the extent to which private citizens are affected by or understand the law and the necessity for additional programs of education or perhaps legal aid. As we approach a period of time in the valley when our judicial machinery will be stretched to its maximum capability this type of data is required immediately.

10. Health and Welfare

The unavailability of hard data on health and welfare programs⁴ is ample evidence that either new procedures of recording expenditures or future research programs are required to assist planners.

11. Education

During 1974-75 a project is proposed to determine the success of various vocational training programs during the past five years. Assessment of these activities is urgently required.

⁴See Government Programs Section IV.

IV GOVERNMENT ACTIVITY IN THE MACKENZIE CORRIDOR

IV GOVERNMENT ACTIVITY IN THE MACKENZIE CORRIDOR

A. INTRODUCTION

Since Government has a major impact on the Northwest Territories, it was considered necessary to devote an entire section of the study to the cataloguing and the evaluating of government activity in the Mackenzie corridor.

Appendix I of this study contains a catalogue of government activities in the Mackenzie Valley. Federal and territorial departments and agencies are listed, with a brief description of the activities and responsibilities of each. Most N.W.T. residents are probably not aware of this volume of government activity in the north, and even government workers will probably be surprised at the number of branches.

1. Territorial Government Departments

Attempts were made to gather program and community data from the following departments of the Government of the Northwest Territories.

Program Departments - Department of Education
 - Department of Social Development
 - Department of Local Government
 - Department of Economic Development

Service Departments - Department of Public Works
 - Department of Administration
 - Department of Public Services

After considerable discussion it was decided by members of the study group that the listed departments would have a definite measurable impact on the corridor communities. It was felt that departments such as the Executive Secretariat and the Department of Information would have a much lesser effect and thus, would not be subjected to analysis. The methods of data collection are described in the following paragraphs.

It was originally intended to interview each program manager within the Government of the Northwest Territories to obtain community and program data.

After conducting several interviews, it was

evident that more response time was required and it was considered necessary to utilize another approach.

A questionnaire form seeking both generalized program data and program data specific to the subject communities was developed to correct the deficiencies of the interview technique. A copy of the questionnaire form, which was reduced from its original 8- $\frac{1}{2}$ " x 14", together with explanatory notes, is attached as Appendix V. In the interest of brevity only one sheet has been included for Section C, Community Data. The circulated questionnaire contained 18 such sheets, one of which was labelled for each of the subject communities.

These questionnaires were hand delivered to each program manager, or his deputy, in the previously listed departments, who were given at least one week to complete the questionnaire. Conscious effort was made to ensure that each respondent received a similar explanation at the time the questionnaire was delivered. In many cases interviews were held subsequent to receipt of the finished questionnaires.

2. Federal Government Departments

It was decided that the Study Group would attempt to obtain data from the Regional Offices of the Federal Departments of National Health and Welfare and Manpower and Immigration. Data were also obtained from the Yellowknife and Inuvik Sub-Divisions of the Royal Canadian Mounted Police.

The foregoing has been an attempt to explain in general the methodology employed in this portion of the study.

During the course of the subsequent analysis further details on the methodology employed will be provided in conjunction with the appropriate section.

B. DEVELOPMENT OF SOCIAL PROGRAMS

This section is designed to illustrate specific programs at work in selected communities. In the Mackenzie Valley Social Impact Study published in May, 1973, Gemini North classified the Mackenzie Valley settlements as high, medium or low impact communities. Classification of a

community depended upon its "proportionate possession" of the following qualities:

- 1) "physical site and/or physical infrastructure that can be utilized in project implementation;"
- 2) "strategic location such as proximity to the project or a component of it, or if they are situated between alternate and useful transportation modes (e.g. near the Mackenzie River and a major highway)."

According to this typology, the sample communities selected for purposes of this section were rated as follows:

	HIGH IMPACT	MEDIUM IMPACT	LOW IMPACT
Lower Mackenzie	Fort McPherson		
Central Mackenzie		Fort Norman and Fort Good Hope	
Upper Mackenzie	Fort Simpson		Jean Marie River

One Division within each of the Program Departments was selected to illustrate specific projects at the community level. The Divisions selected are the following:

<u>PROGRAM DEPARTMENT</u>		<u>DIVISION</u>
Education	-	C.A.S.E.
Local Government	-	Recreation
Social Development	-	Child Welfare
Economic Development	-	Industry and Commerce

To the superintendents of each of these Divisions, a short questionnaire was sent requesting information on staff, facilities, and programs in the settlements of Fort McPherson, Fort Simpson, Fort Norman or Fort Good Hope and Jean Marie River. The following descriptions are based on response to those questionnaires.

Continuing and Special Education

There is presently no Adult Education Centre in Jean Marie River, a "low impact" community on the Upper Mackenzie. In Fort Simpson, an Upper Mackenzie "high impact" community, there is now both an Adult Education Centre and a resident Adult Educator. The staff in Fort Simpson is just beginning to develop rapport and gain the trust of the local people. Programs will be developed according to the needs expressed by Fort Simpson residents.

The community of Fort Good Hope, rated "medium impact" and situated in the Central Mackenzie has an Adult Education Centre as well as a resident Adult Educator. Programs presently offered in this community include the following: Community Leadership Lab, First Aid, Home Making, Northern Sewing, Alcohol Education, Basic Training for Skill Development, Community Awareness Seminars, Forest Fire Fighting, and Northern Exposure Trips. In addition, the Adult Education Centre produces a local newspaper, "Hareskin Express".

Fort McPherson, a "high impact" community on the Lower Mackenzie, has an Adult Education Centre, though at the time of writing there is no resident Adult Educator. Programs offered at the Fort McPherson centre include: Adult Basic Education, Basic Industrial Skills, Basic Maintenance Skills, Communication Skills (films), Cooking, Driver Training, St. John Ambulance First Aid, Income Tax, Loucheau Language, Rod and Chain, Snowmobile Maintenance, Typing, Small Business Management, Truck Driving, V.T.R., Alcohol Education, Boat Building Skills, Furniture Making, Home Management, Native Tanning, and Northern Exposure Trip.

Participants at the Centre also produce a newspaper, "The Northern News". In the future increased emphasis will be placed on courses teaching skills that could prove to be useful and desirable in light of impending Mackenzie Valley development. It is hoped that Fort McPherson residents will maintain control over the local economy, and courses in Small Business Management and Hotel Management will be helpful. Information about coming developments will be disseminated from the Adult Education Centre, and skills for coping with development will be taught, e.g. Life Skills, Communication Skills, Family Planning, and information on training and employment opportunities.

It can be seen from these examples that the

Division of Continuing and Special Education is definitely development-oriented. Adult Education courses offered at community level should prove to be extremely valuable in helping people cope with and control the changes that development will bring.

Recreation

Jean Marie River receives Community Centre, Per Capita, and Outdoor Facilities grants from the Recreation Division. A new Community Centre was recently built in the settlement, and movies are shown once a week. A community ball park is located behind the school. Over the years, Per Capita grant money has been increased from \$1.50 to \$5.00 per person. This money is used to purchase recreation equipment. The Recreation Division hires local recreation leaders during summer months. Through Recreation, residents of Jean Marie River are given an opportunity to take part in leadership training programs, Arctic Winter Games, Canada Summer Games and Northern Games.

Fort Simpson, a "high impact" community, has more extensive recreation facilities, though programs offered through the Recreation Division are similar to those at Jean Marie River. Fort Simpson has a Community Centre with a capacity for 800 people, a curling rink, a ball park, a portable swimming pool, a skating rink, tennis courts, and a billiards room. The Community Centre sponsors a variety of activities, with Bingo twice a month, dances weekly, and movies every night of the week. In addition, outdoor activities are encouraged through Outdoor Facilities grants. The Recreation Association at community level receives \$5.00 for each resident of Fort Simpson under the Per Capita grant system. This money is used to purchase recreational equipment and to pay wages and the room and board for a swimming instructor in the summer. Through the Recreation Division, Fort Simpson residents are able to participate in leadership training, Arctic Winter Games, Canada Summer Games, and Northern Games. The Recreation Division also provides leadership for some of the local recreation programs.

Fort Norman, a Central Mackenzie "medium impact" community, has been provided with a small Community Centre and a portable swimming pool, which is operated and maintained by the Recreation Division. There is also a ball park in the settlement located behind the school. Bingo

and dances are held twice a month, and movies are shown three times a week. Outdoor activities are encouraged through Outdoor Facilities grants. As in Fort Simpson, the Per Capita grant money is used to purchase equipment and to hire a swimming instructor for the summer. Summer recreation leaders are also hired for the community. Through the Recreation Division, Fort Norman residents have the opportunity to attend leadership training programs, and they are provided with transportation to Arctic Winter Games, Canada Summer Games and Northern Games.

Recreation programs in Fort McPherson, a "high impact" community in the Lower Mackenzie, are similar to those in the other settlements. The Division provided Per Capita grants, which are used to purchase equipment and to pay for the room and board of the summer recreation leader. The Division provides opportunities for leadership development and opportunities for interested persons to attend Arctic Winter Games, Canada Summer Games and Northern Games. In terms of recreation facilities, Fort McPherson has been provided with a curling and skating rink and a swimming pool. There is also a ball park located near the school. Community activities include Bingo twice a month, dances twice a month, and movies three times weekly. During summer months a recreation director initiates other programs and runs a drop-in centre. Future development plans for Fort McPherson include the provision of Community Centre and Outdoor Facilities grants.

Child Welfare

Jean Marie River presently has no resident social development staff; however, if Mackenzie Valley development impact warrants it, a Social Service aide may be placed in the community. Child Welfare Services are provided to Jean Marie River by two professional workers at the Fort Simpson office. Residents of the community may call upon any of the services offered by the Social Development Department. Child Welfare programs, both in and outside of the Northwest Territories, are utilized according to need.

Child Welfare facilities are more extensive in Fort Simpson. The town has two resident professional workers. In addition, the Regional Social Worker and the Regional Superintendent of Social Development based at Fort Smith have a direct impact on the implementation of services in this community. In the way of Child Welfare facilities, there are several foster homes and two education hostels in Fort Simpson. All services of

the Department - probation, financial assistance, family counselling, etc. - are available to the people of the community. Residents also have access, on the basis of need, to special services and all Child Welfare resources in the Northwest Territories and Southern Canada.

Depending on the population growth of Fort Simpson, and the communities served out of Simpson (Wrigley, Liard, Jean Marie River, and Trout Lake) that results from Mackenzie Valley development, Fort Simpson could be expanded to become a district office or service centre for Social Development. As such, it would be given such facilities as a receiving home, group home, detoxification centre, halfway house, etc. -- all of which would have a bearing on Child Welfare services. At present the involvement of the community in Child Welfare programs and services is limited, but it is growing, and the outlook seems favourable since the placement of an area office supervisor in Fort Simpson who is also highly skilled in community development.

In Fort Norman, a "medium impact" community in the Central Mackenzie area, there is presently one Social Service aide who receives supervision and directions from the Regional Social Worker in Inuvik. Direct handling of Child Welfare problems, such as child protection and adoptions, is the responsibility of the Regional Social Worker, who visits Fort Norman whenever necessary. Although there is presently heavy use of Child Welfare services in Fort Norman, it is projected that these service needs will lessen as increased emphasis is placed on Norman Wells as a major Mackenzie growth centre. Since Norman Wells is moving in the direction of an area service centre, Child Welfare and other Social Development resources will probably be expanded there to better service the surrounding communities.

The Child Welfare situation in Fort McPherson is very similar to the one in Fort Norman. There is one Social Service aide whose Child Welfare responsibility is to notify the Regional Social Worker in Inuvik whenever a crisis arises. The Regional Social Worker then travels to Fort McPherson to take direct responsibility for Child Welfare services. There are no facilities in Fort McPherson specifically for Child Welfare services. However, the education hostel has been used for short term placement of children receiving departmental services. Social Development is in the process of recruiting for a Social Worker II to place in Fort McPherson. An office will be provided and communications with Inuvik

will be improved. At present, there is a serious alcohol abuse problem in Fort McPherson, and this results in some problems of child neglect. The population is also becoming increasingly transient as people search for employment outside of the settlement. These problems could increase with the development of the Mackenzie corridor, and Child Welfare staff will be increased as required.

The Department of Social Development, including the Child Welfare Division makes all facilities and services in the Northwest Territories and in the south available to residents of all the Mackenzie corridor communities. Initial case contact is made by the Social Service aide and if necessary, the case is referred by the Regional Social Worker. A child may be sent from any one of the Mackenzie communities to a receiving home, group home or foster home in Inuvik or Yellowknife, or even further away to resource centres such as the Charles Camshell Hospital in Edmonton or the Ranch Ehrlo Treatment Centre for Children in Saskatchewan.

Industry and Commerce

A domestic and semi-commercial scale sawmill was operated by Jean Marie River as early as 15 or 16 years ago. Over the past three to four years the community received some assistance in the form of advice and some equipment and tools from the Area Economic Development Officer who worked out of Fort Simpson. In 1972 a new Co-op was formed at Jean Marie River, and the sawmill project was launched as a fully commercial operation. Several large contracts were obtained and a new mill was obtained from D.I.N.A. A small business loan from Industrial Development (now Industry and Commerce) financed the acquisition of a tug boat, barge, and other auxiliary equipment. The Division has also been involved in the provision of management funds and other working capital. The present General Manager of the Co-operative has outlined some tentative plans in the following areas:

- 1) Continued expansion of the sawmill project while the present market for lumber exists.
- 2) Integration of sawmill products with community housing projects and general improvement of community facilities.
- 3) Integration of the new barging facilities with both the sawmill project and the recently established

retail outlet.

- 4) Construction and operation of a motel/cafe/service station operation at an appropriate location in conjunction with highway development.

Because available resources are abundant around Jean Marie River, potential for operations in forestry and agriculture is good. Since the community is quite small with very few potential individual businessmen, the Co-operative will no doubt absorb any business opportunity available to members of that community. Consequently, future assistance from the Industry and Commerce Division will probably be channeled through the Co-operative in the form of management assistance, grants, and general support. To date, involvement of Jean Marie River residents in Co-op activities has been excellent.

In Fort Simpson, a "high impact" community, Industry and Commerce operates one main project -- the Simpson Craft Shop. This operation includes both production and retail phases. Very little Arts and Crafts production is performed directly in the settlement. However, art and handicrafts are collected from the surrounding settlements of Wrigley, Liard, Nahanni Butte, and occasionally Trout Lake. The local project manager and the Area Economic Officer tour these settlements periodically, taking in raw materials and taking out finished goods. The town of Fort Simpson itself provides a market place for the retail aspect of the project. The demand for craft work in Fort Simpson is quite high, and often exceeds the available supply. Because of this, the retail aspect of the project is under constant pressure. Many transients in Simpson also request crafts from areas other than the above mentioned communities. For example, the Simpson Craft Shop recently received an urgent request for whalebone carvings from Spence Bay. As the Fort Simpson population continues to expand, this retail trend is likely to continue. Furthermore, native craft production in Fort Simpson is not likely to increase, since more and more wage employment is becoming available through development activities. Industry and Commerce hopes to compensate for this retail pressure by emphasizing future assistance in the area of production. There is a possibility they may even work toward the establishment of a staffed production centre in each of the communities surrounding Fort Simpson. The Industry and Commerce Division is also considering turning the Craft Shop project over to the Dene Co-op within the next year or two.

The Dené Mat Co-op has been revived just recently and now shows significant potential. The Co-op accepted a logging sub-contract with the Jean Marie River Co-op and also a contract from the Territorial Government to complete an experimental housing project using local resources. The Industry and Commerce Division hopes to encourage the participation by native people in local industry by providing the Co-op with adequate management and organizational services.

Fort Simpson has two indigenous outfitters, as well. One operates trips up the Nahanni River, and the other operates a fishing lodge. A sewing project for the town is in the planning stages, and will probably be launched in 1974-75.

The Industry and Commerce Division initiated a potato farming project several years ago in Fort Simpson. The project failed, but the cause of failure is believed to be organizational weakness more than poor resource potential. In fact, information from the Federal Experimental Farm indicates that the soil and climate of the Simpson region can support some basic vegetable farming. The Dene Co-op is presently involved in this to a limited extent.

Mackenzie Valley development activity will undoubtedly generate service industry opportunities at Fort Simpson in the form of either potential expansion of existing businesses or new business activity. The Industry and Commerce Division hopes to identify and develop these opportunities as they become available. Proposals from the native Co-op will be encouraged and investment proposals from non-natives will also be considered if they promise to generate employment opportunity.

In Fort Good Hope there is a sawmill which should be able to operate to capacity and provide work for those who want to do bush lumbering. There is a scow-building program sponsored by Industry and Commerce in the community as well. Mackenzie development should create an increased demand on the Arts and Crafts industry, since many transient workers will have money to spend and will want to buy souvenir items.

C. ANALYSIS OF TERRITORIAL GOVERNMENT PROGRAMS

1. Identification of Development-Related Critical Issues

On the questionnaire form (a copy of which is attached as Appendix IV) program managers were asked to express, from both a program viewpoint and a personal viewpoint, what they considered to be the "critical issues" related to Mackenzie Valley development. They were asked to describe the issues they felt would surround each of the potential forms of development -- pipeline, highway, and railway. The majority of the respondents felt that the critical issues would be similar regardless of which of the three forms development took, though many seemed to feel that the railway would be most beneficial economically and least disruptive socially.

On analysis, the critical issues as identified by the program managers could be grouped into the following four categories:

a) Physical

Program managers felt overwhelmingly that the main critical issue in the physical sphere is housing. With rapid population growth expected to accompany Mackenzie Valley development, there will be an increased need for employee, low rental, civilian, and transient housing in areas where an influx is expected. The housing issue is further complicated by the fact that Mackenzie development may occur in spurts of activity meaning that housing programs will have to be highly flexible to keep pace with the needs of a mobile population. The growth of "shack towns" must be avoided by determining housing needs and determining which agencies will be held responsible for providing adequate housing. It is likely that southern development agencies will provide accommodations for their workers. Thus the major concern for the Government of the Northwest Territories is to provide adequate accommodations for mobile northerners who will be following employment opportunities. Transient facilities for a large number of single persons will be needed, and some whole families will probably be moving as well. It is possible that when mobile family members move in search of employment, dependent family members, such as elderly people, will find themselves in need of housing. Needs for permanent housing within existing settlements should be determined and met as soon as possible.

Another critical issue identified in the physical realm is the need to step up town planning programs. With the predicted rapid population growth, present lands and facilities will be put under considerable strain. Furthermore, lands will have to be set aside for future industrial development and for future construction of such facilities as hospitals and schools to service the growing population.

Finally, the location of construction camps was seen to be a critical physical issue which could have obvious socio-economic repercussions. Developers should consider not only the physical advantages of each site, but also the potential social and economic impact on nearby communities. Pro's and con's should be carefully weighed, and the local people should be consulted before decisions on siting are finalized.

Fort Good Hope will feel a direct impact if the proposed pipeline goes through. Many jobs should be available for clearing brush and timber, thus providing work for a large number of unskilled labourers in the early stages of development. The available labour force in Fort McPherson numbers around 45, including seasonal workers. There will obviously be a manpower shortage, which will result in an influx of workers from the south and from other settlements.

Industry and Commerce is operating two main projects in the community of Fort McPherson. The canvas project in which tents and other canvas products are manufactured, is presently working to capacity, and an increase in activity is expected in the near future. The canvas project provides a great deal of employment, for local females especially.

The other major industrial project is the operation of a sawmill. At present the mill has ceased production because it has run out of logs and there is a stockpile of finished lumber with no market. However, with increased development activity there should be great demand for finished and unfinished lumber, so that the sawmill will probably be utilized to full production capacity once more. This will mean full employment for mill workers, and year-round work for those bringing lumber in from surrounding areas.

Economic Development programs in the near future will be geared to increasing handicraft production, developing programs to assist northerners who want to continue traditional economic pursuits, and developing

secondary industries and service facilities along the Mackenzie corridor. After further information is obtained from primary planners, the Industry and Commerce Division plans to develop an inventory of potential small business and project activity, which would be a valuable tool for forecasting industry and commerce opportunities.

b) Economic

The main critical economic issues of development identified by respondents are three: 1) the need to oversee the development of secondary industries along the Mackenzie corridor; 2) the need to ensure that northerners reap the benefits of employment that development will bring; and 3) the need to teach northerners how to handle their increased incomes in beneficial ways. Details for the development of secondary industries will be worked out by the Department of Economic Development, and suitable land for development will have to be set aside.

The Department of Education foresees a need for programs that will help people adapt to economic changes brought about by Mackenzie Valley developments. The "opening up" of the Mackenzie corridor will increase the desirability of fluency in English, so that courses teaching communications skills should be favoured. To improve northerners' overall level of employability, job training and general education courses should be extended. There is, however, a danger that increased opportunities for employment may create a high drop-out rate by drawing young people out of school to earn wages. In the long-range view this phenomenon would obviously be undesirable.

It remains to be determined whether the impact of development will lead to significant long-range employment for northerners. If so, wide-scale preparation for coping with a wage economy will be necessary. At any rate, Mackenzie Valley development will mean a higher income for many northern residents. Consequently, northerners should be made aware of savings and investment possibilities. Without adequate knowledge of money management there is a danger that the increases in income would be channelled into destructive activities such as wide-scale alcohol or even drug abuse.

c) Social

The critical development-related social issues identified by program managers are many. The projected increase in population size, compounded by an increase in family dislocations, will aggravate social problems such as family disruption, child neglect, illegitimacy, crime, and alcoholism. Most respondents agreed that the increase in alcohol consumption which is bound to accompany the increase in income levels is the most serious and threatening social issue associated with potential development. This view, stated strongly on the questionnaires, also appears in the "N.W.T. Development Plan" paper submitted by the Department of Social Development (n.d.: 5):

We anticipate that excessive use of alcohol, in particular, will be a problem of major proportions and will be a central contributing factor to most of the negative effects on individuals and families.

All respondents felt that early steps should be taken to prevent the social abuses and family disintegration that often accompany alcoholism.

Alcohol problems are foreseen not only with native northerners but also with the large construction crews that will be invading the north. These crews, with a relatively large amount of idle time and money, could be a serious threat to the social well-being of existing northern communities. Native people may witness a raucous life style that could adversely affect the local culture.

Furthermore, the influx of construction workers will upset the male/female ratio in the Mackenzie Valley, and this could easily create undesirable social pressures. Sexual offenses may increase, and female hostel residents in the Mackenzie region may have to be protected from harassment. The male/female ratio of the settlement of Wrigley has already been altered as a result of "development". Since the impact of the winter road and various education programs, a large number of Wrigley's single women have left the community to seek a different life style. Most of the Wrigley men, however, have preferred to maintain or return to the traditional way of life. As a result, there is now a very high proportion of single men in Wrigley who are unable to find wives, and many continue to live with their parents.

d) Civic

Not only the male/female ratio but also the native/non-native ratio will be strongly affected by Mackenzie Valley development. Respondents felt that with a larger number of non-natives taking residence in northern communities, the issue of local autonomy may be forced. They pointed out a need for the Government of the Northwest Territories to prevent potential usurpation of civic control by incoming non-natives. In some Mackenzie communities this problem has already developed; non-native entrepreneurs have gained a grip on the local economy and have left the natives with little voice in civic affairs. An awareness must be created in the Mackenzie communities that will enable residents to deal with new developments. The political consciousness of native northerners must be developed further to keep the concept of local government viable and to assure that at least the present level of interest and participation in community affairs is maintained.

Conclusion

All departments questioned anticipate an increase in activities during the "boom" period of construction in the Mackenzie Valley. Most expressed a need for funds that will enable them to increase staff and facilities at that time. Furthermore, since the exact impact of the imminent changes is difficult to foresee, flexibility has become the keynote of departmental planning. For example, the Department of Education hopes to keep apace with population shifts by using portable pre-fab classrooms which facilitate expansion or reduction of classroom space.

In order to facilitate program planning, the development of growth centers in the Mackenzie Valley should be outlined in as much detail as possible; and in order to enhance the important flexibility of all Government departments, there must be a constant assessment of Mackenzie developments and a good flow of information within the Government structure.

2. Examination of Proposed Government Reactions to Critical Issues

a) Overview and General Recommendations

Many Government Departments and independent

agencies have felt a responsibility to look into the critical issues surrounding Mackenzie Valley development. In the area of "economic" impact alone, the Department of Education, the Department of Local Government, the Highway and Pipeline Group, Canada Manpower, the Department of Industry and Development, the Department of Public Works, and many independent agencies and contractors have all become involved in responding to the critical issues. There is similar inevitable overlapping of concerned parties in the other areas of potential impact.

Almost all of the government departments and other parties concerned with Mackenzie Valley development have recognized the need to research the potential impact on communities along the valley. The result has been a chaotic flurry of research programs and an amazing tangle of study committees. Unfortunately there has been little effort to date to organize findings, so that within the intricate maze of committees and research groups much valuable information seems to get lost. Information on Mackenzie Valley development should be coordinated and distributed in a more orderly fashion. Perhaps a viable solution would be to create a Mackenzie Valley authority, with a special division to handle coordination of research efforts and dissemination of information.

In preparing to deal with the critical issues related to Mackenzie Valley development, all concerned government departments need to develop a high degree of flexibility. In order to respond quickly to the needs that will arise in the Mackenzie Valley communities, it is imperative that government divisions have ready access to 1) up-to-date information on development activities and impact, and 2) the resources necessary to carry out adequate programs.

The needs of the communities will be constantly shifting and should be closely monitored. Reliable facts, especially dealing with the latest projections of population growth and mobility, will be invaluable to planners, and all program departments in the Government of the Northwest Territories expressed a need for this type of information on the questionnaires. Greater efforts to coordinate data can only lead to a higher level of awareness for all concerned.

b) Response to Physical Issues

Respondents felt overwhelmingly that the most critical issue of potential physical impact would be housing. Adequate accommodations would have to be provided to take care of the predictable population boom. If the necessary housing and transient facilities were not provided there would be obvious repercussions in the social sphere. The need for housing is two-fold: There is a need to house both southern workers coming north and northerners attracted to development areas in search of jobs. Contractors will probably be responsible for housing their own workers, so that the main concern for the Territorial Government is finding accommodation for mobile northerners. Transient facilities will certainly be needed for single people following job opportunities, and it is likely that some married people will be moving with their families, as well.

At the time of questioning, planners in the Housing Division of the Department of Local Government felt that there was an immediate need to pinpoint construction routes and probable growth centers. Developers in consultation with Federal and Territorial Government representatives and with local people from the communities to be affected should determine these growth centers, estimate housing needs, and allocate responsibility for provision of housing and services to the incoming population. At present, plans are under way to take responsibility for housing out of the hands of the Department of Local Government and transfer it to the newly-created Northwest Territories Housing Corporation.

Town planning on a broader scale will be a very important means of coping with the physical impact of development activity. The Department of Industry and Development hopes to define and develop industrial park lands in the communities most likely to become major service centres. The Department of Education, too, is concerned with holding land in reserve in major growth areas for future building development. The Town Planning and Lands Division of the Department of Local Government is concerned with providing land development controls not only within existing communities, but also along the four-mile strip on each side of the Mackenzie Highway.

The Department of Public Works is taking

responsibility for selecting optimum sites for highway maintenance facilities and construction camps. In doing so they should consider not only the physical aspects of siting, but also the potential social and economic impact on existing communities. The local people should be consulted in all decisions of this type.

The Department of Social Development is concerned with preventing social problems, and assuring that physical needs are taken care of is a step in this direction. Some respondents were especially concerned with the tremendous need for itinerant care during development phases, and suggested that buildings could be designed to meet that need and later, after the initial "crash" subsides, adapt to meet different community needs.

Another housing need, foreseen by a respondent in the Department of Social Development, is for old age homes. During construction phases, families now living in the settlement may be dislocated and drawn to areas with better opportunities for wage employment. Elderly dependent members of the family may be unable or unwilling to leave the home settlement, and as a result may find themselves in need of housing assistance once their relatives move away.

In summary, it seems that concerned parties have been taking a look ahead to see what critical issues may be arising in the area of physical needs. With the formation of the Northwest Territories Housing Corporation to deal specifically with housing issues, it appears that physical needs will continue to be researched and articulated. Hopefully, ways will also be found to meet these needs.

c) Response to Economic Issues

The main economic issues as seen by respondents were three -- the need to oversee the development of secondary industries, the need to help northerners take best advantage of increased job opportunities, and the need to teach northerners how to handle the greater incomes expected. Response to these issues appears to be coming mainly from the Economic Development, Education, Local Government and Social Development Departments of the Government of the Northwest Territories.

The Department of Economic Development will

oversee the development of secondary industries. They plan to set land aside for industrial development, and have been active in making business loans and grants available to northerners. The Municipal Affairs Division of the Department of Local Government sees the need to study sources of revenues that will accrue to senior and local governments as a result of Mackenzie Valley development. Of course, pipeline routing is a critical question. Municipal Affairs recommends careful planning and a great deal of consultation with settlement councils and local people before routes are finalized.

The Departments of Education and Local Government have been responding to the foreseen increase in job opportunities in a number of ways. Since the Labour Pool concept has proven so far to be successful, the Employment Division of Local Government recommends expansion of this program, so that eventually there will be an employment office in each settlement along the Mackenzie corridor. In settlements where Manpower offices do not presently exist, employment offices will be opened and placed under the direction of Settlement Councils. Training and employment programs such as Hire North will be expanded. Continued work in conjunction with the CAGSL Task Force on training should provide a firm foundation on which to build a long-term training and employment program in the petroleum industry.

The Department of Education's response to the increase in job opportunities can be seen mainly in the expansion of C.A.S.E. programs. C.A.S.E. hopes to make more useful information available at the settlement level through Adult Education Centres, extension courses, VTR, local newspaper and radio, and documentary movies.

In order to teach northerners how to use their increased incomes in beneficial ways, C.A.S.E. will be offering courses in home management and money matters. More activity is planned in the field of community development, and recreation facilities will be expanded to keep alcohol consumption from becoming a major diversion.

With the flurry of development activity and the sudden rise in general income levels, inflation is likely to occur in the Mackenzie area. Care should be taken to assure that present wage earners and social assistance collectors are not penalized. Social Services intends to conduct cost surveys occasionally and adjust the scale of allowances where necessary.

d) Response to Social Issues

The Department of Social Development predicts increases in family disruption and dislocation, alcoholism, and crime. With increases expected in both population size and social problems, there will be a need to increase many of the services offered by the Department of Social Development. In response to the increase in instances of family disruption and dislocation, the Department plans to expand counselling services, establish day care centres, and cooperate with C.A.S.E. in offering family-life courses. Additional Receiving Homes and Group Homes will be needed to handle cases of child neglect.

The predictable increase in alcohol consumption is seen by many as the main factor threatening social equilibrium. The Liquor Control System foresees the need to accelerate alcohol education, to ensure that Mackenzie communities are aware of the uses and abuses of alcohol before construction crews arrive. The Liquor Licencing Board will draft regulations for the granting of licences in construction camps, and recruit the staff necessary to carry out inspections and see that regulations are enforced. The Department of Education hopes to offer appropriate courses in life-skills, as well as courses in money management. The Department of Social Development has suggested that alcohol-free recreation facilities and community-based activities be expanded to discourage the drinking hobby. Establishments serving liquor must not become the only alternatives for social gatherings and leisure activities.

The Department of Social Development has been giving strong thought to the possibility of establishing residential "detoxification" centres at the local level. These would provide a more humane response to drunkenness than the jails, and would be complete with counselling and treatment services. Operated in conjunction with local police, such detoxification centres could be an invaluable resource for keeping the social environment healthy. "Inmates" could still continue an active role in community life while undergoing rehabilitation. Appendix III attached is a separate study by the Department of Social Development proposing other steps that might be taken to avoid alcohol abuse in Mackenzie corridor communities.

Many respondents foresee difficulties arising from the incursion of rowdy construction crews into the existing communities. While this is certain to be a problem, few solutions have been proposed. The Department of Education has expressed a concern for the well-being of female hostel residents. While it is possible to increase police protection and punish offenses, it is much more difficult to stem the long-range effects that a community could suffer as a result of being exposed to a massive display of bad behavior. Much depends on the responsibility that all persons involved in the development take upon themselves. In determining optimum sites for construction camps, proximity to communities and possible disruptive social effects should be a major consideration. It will be a matter of weighing pro's and con's in locating the sites, and the opinions of local people will be essential.

e) Response to Civic Issues

The critical civic issues are to prevent the possible usurpation of civic control by incoming Whites, and to at least maintain the present level of northerners' interest, representation, and participation in local government and community affairs. As mentioned in above categories, information programs will be launched by both the Department of Education and the Department of Local Government. Hopefully these programs will result in a higher level of political consciousness in existing Mackenzie Valley communities, and an awareness of the causes and effects of development. It is also hoped that attempts will be made to co-ordinate these programs so that awkward overlapping does not occur.

It is of utmost importance that local people be kept informed of developments. The Department of Local Government, especially, will take on the responsibility for seeing that local people are informed and consulted in any and all matters pertinent to developments that will affect their community. In addition, the Department of Education plans to have Adult Educators working closely with the local people in helping to plan priorities and courses of action.

Usurpation of civic control along the Mackenzie corridor by non-natives is a threat that should not be overlooked. Transient workers will not affect civic control to any great extent. The real threat lies with non-native business entrepreneurs who are likely to settle after major construction takes place. In order to maintain civic control, the native people might even have to hire someone on a temporary basis. This would be analogous to the situation that presently exists in many of the Co-ops in the north, where non-native managers are hired. All Co-op members benefit and learn, yet the Co-op is managed by a person whose training suits him better for the job. This outside manager, however, does not own the Co-op, nor does he have a very deep stake in its control. Thus the people who employ him (or her) maintain their grip on the situation.

Finally, since economic access is often a major factor in determining a person's general status in the community, it is important that northerners' potential work abilities be realized. The large-scale job training and placement programs mentioned above will help to attain this goal.

f) Conclusion

It is difficult to determine the level of communication or co-ordination between the Program and Service Departments of the Government of the N.W.T. On the questionnaire there was a section in which each Division was requested to note its involvement with other agencies in the planning, execution, and evaluation of its programs. Based on information received in response to that question, it would appear that there is almost no communication between the Service and Program Departments.

The Program Departments seem to be meeting their responsibility of responding to critical issues raised by the imminent Mackenzie Valley development, at least in initial research and recommendations. The problem now seems to be one of defining responsibilities more narrowly, and assuring that residents of existing communities are indeed being consulted through all stages of planning. Adequate funding and a better means of collecting and channelling up-to-date information should be assured if program departments are to have the flexibility necessary to keep pace with the forces of change.

With the intensification of C.A.S.E., Local Government, and Social Development efforts at the community

level, northerners should become aware of the forces of change and be able to deal with them more responsibly. Developers should make use of the social impact studies done to date and try to keep in touch with sources of new research data. In addition, developers should certainly maintain direct contact with the Mackenzie Valley communities so that they can respond to needs as soon as they are manifested.

3. Minutes from a Settlement Council Meeting

These minutes from the Wrigley Settlement Council meetings of March 27 and 28, 1973, are included in this study because they dramatically reveal the actual tug-of-war of attitudes among Indians, Government and companies over the issues of development. In these minutes the particular topic under debate concerns mineral exploration, but the strains uncovered would be similar for highway or pipeline. It was felt that the minutes in their raw form show a truer picture of human reactions to the issues of development than any synopsis could.

WRIGLEY, N.W.T.

Regular Meeting of the Settlement Council

Held March 27, 1973 in the Council Office

Agenda: 1. Introduction
 2. Financial Report
 3. Correspondence
 4. Business arising from minutes
 5. New Business

Present: Chairman Arthur Hardisty
 Councillor Edward Nayally
 Councillor Felix Tale
 Councillor Paul Moses
 Councillor Gabriel Hardisty

Absent: Councillor David Horesay (no excuse)

1. Introduction

The chairman calls the meeting to order at 7:10 p.m.

The minutes of the last meeting are accepted by council.

Motion 17 - 73
Carried.

2. Financial Report

Per Capita Grant -----	\$ 838.36
Water & Sanitation -----	3,597.93
Fire Protection -----	734.00
Road & Airstrip -----	<u>1,264.92</u>

Total \$6,435.21

L.I.P. Grant -----	\$6,740.40
Recreation Grant -----	<u>1,832.11</u>

Total \$8,572.51

3. Correspondence

a) Re: Building in Wrigley - Letter File 22-124-204

The secretary reads a letter from Mr. R. Fielden, Project Manager, D.P.W., which states that the department will construct the new well house out of logs, as is desired by the community; and also the construction will be done by the people of Wrigley.

b) Re: Proposed Visit by Social Development Officer

The secretary explains that Mr. Phil Dickman, the newly appointed Social Development Officer for the Simpson area would like to spend two or possibly more nights in Wrigley in about two or three weeks time; and would like to overnight in a local person's house. Chairman Hardisty indicates that Mr. Dickman is welcome to stay at his house (if he cuts wood for the fire - laughter). Secretary is to correspond with Mr. Dickman and inform him of the invitation.

4. Business Arising from Last Meeting

a) Re: Settlement Secretary Trainee

The chairman explains that at the last council meeting Mr. H. Hardisty was invited to sit with council

and discuss this job. Mr. Hardisty is asked whether or not he wants this job. He tells council that he received a letter from Mr. R. Creery, Regional Director, Fort Smith Region, indicating that Henry should strongly consider this challenging new career. Mr. Hardisty indicates that he would like to have the job.

The chairman says that Council is pleased with the work done by Archie Horesay and Richard Moses lately delivering water and asks the people in the audience to speak up if they have any comments and not to "talk behind their backs". No comments.

The chairman asks Henry Hardisty to start work April 1st, 1973 if the Government approves the Council recommendations. Mr. Hardisty indicates that he has to go into the bush and pick up his traps and traplines and would like to start a few weeks later. Councillor Moses suggests that Henry be allowed a two week extension and that he begin his training April 16/73. All agreed.

Motion 18-73
Carried.

b) Re: Land Use Permit/Cominco

The chairman reminds council that at last week's meeting councillors decided to delay recommending the granting of the permit until this meeting and that a Cominco representative was invited to sit with council and discuss the situation. Councillor Hardisty wants to know what council said at the last meeting. Councillor Nayally thinks it a good idea to talk about it again with Gabe. Councillor Tale says they have already moved across the river - not much I can say. Mr. Ryznor, the Cominco representative, interjects from the audience that he could explain now. Councillor Nayally wants council to talk to Gabe about the last meeting and to find out more about the Rae Conference.

Mr. Angus Moses, one of the Band Councillors in the audience, says that after Councillor Hardisty left Rae Conference that the chiefs had decided on a land freeze. Mr. Jim Antoine, Co-op Development, Department of Industry and Development, Yellowknife (in the audience) indicates that the Indian people shouldn't let any company come around and do exactly what they want. He suggests that the Settlement Council wait for a decision from Band Council and their legal advisors before they go any farther. Chairman Hardisty asks

councillors what they think. There is discussion in Slavey for about five minutes. The councillors agree with what Mr. Antoine says. Mr. Antoine (audience) asks when the next meeting is so that the Brotherhood can attend. Councillor Hardisty indicates that it is a good idea that the Brotherhood lawyer be at a meeting such as this while we are talking because he knows much more about these things and can help us to make a decision. All councillors react affirmatively to what Councillor Hardisty says.

Mr. Angus Moses (audience) - Band Council will discuss this with the Brotherhood tomorrow; because this land belongs to the Indian people and no one else.

Mr. B. Gauthier, field representative, Department of Northwest Lands and Forests, Fort Simpson area (audience) "Thought that we were talking to the Band Council tonight". He then goes on to ask the secretary for the contents of the letter from Mr. Lynn dated March 7/73. The secretary reads Mr. Lynn's letter. This letter was a form letter from the department indicating Cominco's program and wants E. MacArthur, Settlement Manager to discuss same with Council. The letter states "...we will not issue the permit before all comments are received, and problems if any are resolved". The secretary then informs Mr. Gauthier that the Settlement Council has a moral right to recommend on any matters directly or indirectly influencing the life of the people of Wrigley, and further the secretary has no connections with the Band Council other than the fact that two of its members are on Settlement Council.

Councillor Hardisty is informed that Mr. G. Sutton, Brotherhood lawyer can be present for a meeting with the people tomorrow. Councillor Tale thinks this is a good idea. Secretary explains that one councillor alone cannot adjourn a meeting.

Councillor Hardisty explains that what he understood at the Rae Conference was that the Band Council and chief are responsible for the land around the settlement and that settlement council is responsible for the land in the settlement and employment outside of it.

Mr. Ryznor leaves his seat in the audience on his own initiative and sits at the council table and says "Maybe I can help solve a few problems if you let me speak". The chairman informs Mr. Ryznor, through

his secretary, that he would have time to speak later but that he was not asked to sit with council at this time. Mr. Ryznor returns to his former seat.

Mr. Angus Moses (audience) - We should have a meeting about the land use permit tomorrow not tonight. Councillor Nayally informs Council that there is a lot he doesn't know about this land business. The people don't know what is going on - they should ask Mr. Ryznor to attend another meeting after they have talked everything over.

Mr. Angus Moses (audience) Conference in Fort Rae discussed land claims - Chief Arrowmaker said freeze on all Treaty Lands.

The chairman asks Mr. Ryznor to sit with council. Councillor Hardisty - things should be done right. We shouldn't go ahead of the Brotherhood; we should wait and see what they say.

Mr. Ryznor - Maybe the people would like to hear what I have to say tonight before tomorrow's meeting. "I don't know if I'll attend one tomorrow afternoon".

Councillor Hardisty - The chief is sleeping and he should be here and listening.

Mr. Ryznor - Won't affect treaties and land rights, what we are doing. This is something different. You people asked me to come here tonight. Government people in Yellowknife asked me to come here and talk to you and find out what the problems are.

Mr. B. Gauthier (audience) - That's also one of the reasons why I'm here.

Councillor Hardisty - Right now I don't understand the problem and we should know more before we decide. Mr. Ryznor begins to say something but Councillor Hardisty interrupts - People want to talk about this tomorrow.

Mr. Ryznor asks why don't they want to talk about it tonight.

The chairman puts his fist on the table and says that's it for tonight - we meet with people tomorrow.

Councillor Hardisty moves that the meeting finish now. All agree.

Mr. Ryznor while leaving the council table says that he is disappointed in Council.

Chairman Hardisty adjourns the meeting at 8:30 p.m.

Original signed by:

Arthur Hardisty
Chairman, Wrigley Settlement
Council

E. MacArthur
Secretary, Wrigley Settlement
Council Manager

WRIGLEY, N.W.T.

Non Scheduled Meeting of the Settlement Council

Held March 28, 1973 in Council

Agenda: 1. Land Use Permit - Cominco Mines

Present: Chairman Arthur Hardisty
Councillor Edward Nayally
Councillor Felix Tale
Councillor Paul Moses
Councillor Gabriel Hardisty
Councillor David Horesay

In Attendance: Mr. Bill Armstrong - D.I.A.N.D. - Yellowknife
Mrs. G. Sutton - Brotherhood Lawyer -
Yellowknife
Mr. G. Ryznor - Project Geologist - Cominco
Mr. J. Antoine - Co-op Div. Dept. of Ind. and
Development - Fort Simpson
Mr. B. Gauthier - Northwest Lands & Forests
Service - Fort Simpson

The chairman calls the meeting to order at 7:00 p.m. The minutes of last night's meeting are accepted by Council.

Motion 19 -73

Carried.

1. Land Use Permit

The chairman explains the situation concerning

Cominco Mines wanting to obtain a Land Use Permit in order to move equipment onto their proposed summer exploration site. Councillor Moses agrees that this is the purpose of the meeting. The chairman asks Mr. Ryznor to sit with Council. The chairman asks why Mr. Ryznor moved equipment across without consulting Council first. Mr. Ryznor discussed this with E. MacArthur a few weeks ago and then I made application to the Government in Yellowknife for a permit. As for equipment moving - we only moved a few things across and then the Government halted the operation. Therefore we thought we'd see what you had to say!

Chairman - This is our Land!

Mr. Ryznor - If this is in regard to treaty rights, it's not my argument - This is between the Indian people and the Government.

The secretary explains - about three weeks ago Mr. Ryznor phoned from Vancouver and the chairman happened to be in the office at that time. Mr. Ryznor wanted to know if his company could use Wrigley Ice Bridge. Secretary explained - the bridge was only built by the people, you must ask Imperial Oil for clearance to use the bridge. At that time Mr. Ryznor indicated that he might use the winter road instead of helicopter to minimize expenses.

When informed of a 10 - 15 man crew to be hired, Secretary asked if there would be any employment (consultation with chairman) for the people of Wrigley. Mr. Ryznor then indicated that the job was highly technical; therefore not much chance. Secretary discussed on-the-job training (plenty of time to prepare). Mr. Ryznor again indicated that there was not much chance. Chairman and secretary decided, after Mr. Ryznor's call, to place the matter before the next Council Session (Tuesday March 20/73).

Mr. Ryznor then asks if employment is one problem.

Councillor Hardisty - Jobs should be given for the people to learn on-the-job. If not then no money for the people.

Mr. Ryznor - Cominco works just in the summer - only a short period of time - most of the work is done by people with at least five years of training. We have some jobs that don't require much training but only for a short period of time. Type of jobs - only

12 people in the entire camp - maybe 2 hired from here perhaps! We have work now being done by Dallas Construction to move stuff into the site for Cominco. Perhaps you could ask them to hire someone to help - only for 1 or 2 days to move in equipment - then we must clean up road work for 2 more maybe - in our type of work lots of training to find something big - if found then lots of work.

The chairman comments - only 2 or 3 people working. Councillor Nayally - if they find minerals, this land belongs to the Indians. Therefore the land must be claimed by us - then they can work on it if they like.

Mr. Ryznor - Right now Government has set rules for us to follow; if the people are displeased with rules then the people must talk to the Gov't. For now Cominco will go by the rules. Mr. Angus Moses (audience attempts to speak). The chairman - can't talk from the audience - must ask councillors if you want to speak from back - then you should sit where Mr. Ryznor is sitting at the council table.

Secretary - The Council does not want to cut people off. It does not want to offend people who are not used to these meetings. At important meetings must record things said. We invite people to speak - then later, everyone will be given a chance to comment.

Councillor Hardisty - Not finished with Mr. Ryznor - then everyone will be given a chance to speak.

Mr. Ryznor asks the chairman if there are any problems with traplines, cabins, etc.

Chairman indicates problem across river every spring at clearings, moose are killed in June.

Mr. Ryznor - "I didn't see any moose all last summer."

Chairman - Because you're living there - no moose.

Mr. Ryznor - At the Commonwealth Building site there are many moose. How many do you kill each summer?

Chairman - In a good year maybe 6 or 7.

Mr. Ryznor - "Did any people from here go there

last year?"

Chairman - Knew you were there, so no point in going over.

Mr. Ryznor - I understand the problem but don't know what you can do about it.

Chairman - If you don't know what to do then we are finished with you.

Councillor Hardisty - The company has already been on the land over there so problem is the moose have moved on. White people don't understand how the Indian hunts in the summer.

Mr. Ryznor - Are there any other problems about us being over there?

Chairman - There is always a problem!

Mr. Ryznor - What kind?

Chairman - Thanks Mr. Ryznor and then asks Mr. Armstrong if he has any words to say.

Mr. Armstrong - The last time I was here we talked about another company and spoke of land use and rules of Gov't for people working in the area. In view of the past discussions of same, maybe a good idea if I explain these regulations again. These regulations control the use people make of the land. Today, in the area along the river, near Wrigley, there are lots of people interested in the land.

1. Indian People - traditional use of hunting
2. Companies who want to look for resources
3. D.P.W. - highway building

These regulations are designed so any one group of people can make use of land and won't spoil it for others who want to use it. All know that in the past, companies and even the Gov't have come to Wrigley to look for resources etc. and only concern was their use of the land and not what use others wanted to make of it. They often didn't tell People. If any use is to be made by any one, for any purpose (highway, exploration, government) they must get a permit for use! Before any permit to be issued, the applicant is required (D.P.W.) to let the local people know what they're

about. In the permit stipulations if there is a problem with wildlife, some condition must be inserted to make a less harmful effect on wildlife.

This whole system of regulations only deals with the use of land. The Indian people and Gov't are talking about land ownership. This question hasn't been settled yet. All Indians and Eskimos in N.W.T. are interested in land rights; not only in Wrigley! In future you will be negotiating the problem not with me but with the government in Ottawa (Prime Minister). Problem will not be settled today; not next week; maybe not next year. In the meantime, this problem is still obvious - land use. This is where I hope to be of some help (land use). I hope this information would be of use with looking at the problem we have tonight.

Councillor Hardisty - Right now, in problem Gov't and Indians saying this is our land - This won't be settled for 3 - 5 years and we don't want anyone to use the land till it is settled.

Mr. Armstrong - Well until settlement comes we should let companies use the land under controlled conditions and as long as policy is such - there will be a certain amount of development; it is good for the gov't people and the companies to work together to develop as best for all.

As long as some work is going on; best for all concerned to sit down and get this done in the best manner possible.

Chairman - That is the best way of controlling the land till settlement.

Mr. Armstrong - During the past winter we have seen where this has happened in Wrigley for the first time - companies are coming in to explain work to people!

Councillor Hardisty - We used to have companies around the area who didn't inform us about what they were doing.

Mr. Armstrong - Now they are, but they can't go ahead and get land permit till discussion takes place with the people (Re: employment prospects and outline of program). If the company makes a mistake, i.e. with moving things across river before they should - remember that these are new rules to them also. They never had rules to abide by before. The companies also understand

now while they do their work that they are watched by inspectors like Mr. B. Gauthier. If they do break the rules set down in the permit they can be stopped. Rules have certainly changed for everyone in the north.

Councillor Hardisty asks for a 15 minute break. All agree. Chairman adjourns meeting for rest at 8:00 p.m.

Chairman calls the meeting back to order at 8:20 p.m. He asks Mr. Armstrong to return to table and answer few more questions.

Councillor Hardisty - Company wants to cross - but the Indian people say they don't want them there. The only reason is because of the meeting at Fort Rae, so they want no confusion with the other chiefs in other communities.

Mr. Armstrong - From what I understand a resolution was passed at Rae conference to put a freeze on all northern development. Is that correct?

Councillor Horesay - At the meeting at Rae - must let all other chiefs know before let the companies work.

Mr. Armstrong - The chiefs must first convince the Gov't in Ottawa of the resolution. The Gov't still has a policy of northern resource development. We must still work within present laws! Till this occurs I have no authority even if I wanted, to shut things down. This also applies with regard to Settlement Council and Band Council. We are faced with living within present laws and make the best of it. So we have laws that control the use of land. If Cominco goes ahead, it is my responsibility and that of Council to safeguard the use of land so no spoilage for others.

Chairman - They were never given permission to go across - so they don't go across and that is it!

Mr. Armstrong - This is the process of consulting with council and when this system was set up - first the recommendations of same and if Council doesn't want work to go ahead, it is a good idea to pinpoint reasons why not.

Comment by Councillor Nayally in Slavey.

Councillor Hardisty - Explains Councillor's feelings - only concerned with land settlement; not only

with this community but others. Want communities to wait till land is settled.

Mr. Armstrong - Does this apply to companies throughout N.W.T.?

Councillor Hardisty - Only reason - Because of the meeting in Rae - didn't want to open up land use for company without consulting other chiefs. So don't want to break an agreement already made.

Mr. Armstrong - I think I understand the position of Council - I can convey this reasoning and position taken at Rae to Ottawa but I can make no guarantees as to the outcome of permit requested by Cominco.

Chairman - Thanks Mr. Armstrong for taking time to speak to Council.

Delegation

Chairman asks Mr. J. Antoine to interpret for Mr. G. Sutton. Also, Mr. A. Moses (Wrigley Band Councillor) joins council table.

Mr. Sutton - If I could just talk about a few things Mr. Armstrong mentioned; he said there was dispute with the Gov't and Indian people about the land ownership question. He said the problem sometime in the future would be solved when the Gov't and the Indian people get together. There is no question in the minds of the Indian People about who owns the land. The Indian has said for a long time, "This is our land". At Rae the people asked themselves, "If nothing happens" by saying this, nothing is accomplished. The chiefs and councillors decided that the Gov't is not going to settle the land question. So, it's time for the people to do something. So one decision was made - Let's take action to protect our land before the settlement takes effect, because by the time the settlement comes - lots of land will be taken up by other people.

Some places, like Hay River, have a real problems because the Indian people are pushed aside and have no place to go any more. Indians thought it about time to force the Gov't to get serious about the land question! Decision at Rae - Together, the people would take steps to protect land and to show the Government that they were serious about the settlement.

Mr. Sutton asks if there are any questions Council has for him to answer, there are no questions.

Chairman - We wait till land question is settled. Thanks Mr. Sutton. Asks if there are any questions from the floor - now say what you have to say or I'll close in 10 - 15 minutes.

Mr. Andrew Root - Land is ours; lots of stuff in the land, that is why so many oil companies and mining companies are in the area and no money goes to the people except as labourers on their own land.

No further questions or comments.

Chairman asks what Council has decided to do. All councillors are in unanimous agreement that the people of Wrigley, as represented by their Settlement Council is going to abide by the stand taken at the Rae conference, that is: no companies will be recommended for the issuance of a land use permit by the people of Wrigley independently of the other Indian peoples in the N.W.T. until the land question has been decided.

All agree.
Motion 20 - 73.
Carried.

Chairman adjourns meeting at 9:05 p.m.

Original signed by:

Arthur Hardisty
Chairman, Wrigley Settlement
Council

E. MacArthur
Secretary Manager,
Wrigley Settlement Council

4. Analysis of Current Government Programs in Relationship to Development

Programs and facilities within each settlement are largely a function of community size. Each Program Department offers a wide variety of programs and projects, but leaves much of the initiative up to the local people. Settlement residents are able to choose, within certain restrictions, the programs they would like to have implemented in their community. Most of the specific programs examined in Section C are very development-oriented, with the possible exception of Child Welfare which concentrates more on solving crises of child protection.

The development which has taken place to date in the programs described in Section C seems to be quite good, and the program managers seem to be conscientious in planning further developments to meet new needs that might arise in the Mackenzie corridor communities. However, in spite of this apparently good outlook, we feel it is still too early to agree with Gemini North's conclusion that "In general...policies and programs adopted by the Government of the Northwest Territories are either appropriate or easily adaptable to effectively absorb the impact of major development, providing resources are available to it to take advantage of available lead-times."¹

There are many reasons for our hesitance to concur with Gemini North's opinion. For one thing, there is often a gap between program planners at headquarters and the program implementors in the field. All of our information on government programs was obtained from program managers in Yellowknife headquarters offices. A factual list of current programs cannot yield a sensitive picture of local situations. The tone of the Wrigley minutes included in this study provide a good contrast to the objective tone of overview reports from headquarters. The minutes reveal just how dynamic each local situation is. The degree of real acceptance, participation, and enthusiasm on the part of community residents is an important factor in the long-range success of social programs.

Another potential problem is that many program planners who are looking ahead to Mackenzie Valley development impact are often not identifying concrete problems that are likely to arise and affect their programs. Instead they are simply estimating that the costs and extent of their programs will continue to increase at a rate roughly equivalent with the rate of population growth. Planning to increase the quantity of programs is not sufficient.

Furthermore, outside of the Program Departments there are strong indications that other branches of Government will have difficulty coping with development

¹

Gemini North, Mackenzie Valley Social Impact Study, May 1973: p. 218.

impact. For example, based on an interview with the Housing Task Force on February 20, 1973, Gemini North² states that the housing deficit at that time for the western Arctic alone was estimated at 800 units. In addition to this they estimated a need for more than 3,000 new units by 1980.³

It seems almost impossible that this staggering need can be met. In addition there have recently been grumblings from citizens in the Great Slave Lake area about the need for such programs as medical and prison services to be stepped up. In many spheres services are already falling behind the pace of population growth, and this problem will only be exacerbated by the impact of Mackenzie Valley development.

Of course, some aspects of development impact cannot be foreseen from this point in time. The Department of Social Development discussed this matter in its paper for the "N.W.T. Development Plan, Mackenzie Pipeline" (n.d.: 4). Among the unknowns of Mackenzie Valley development the Department lists such factors as "the kind of responsibility people will show in handling greater degrees of economic independence and increased social interaction; the kind of family and social adjustments they will be able or expected to make; and the extent of social controls people themselves will be able to exercise in coping with change". But many other aspects of the impact can be foreseen, and we should begin now to work out solutions to predictable problems. Among foreseeable developments are the following: disruption of the male/female balance, an increase in job opportunities, an increase in income levels, and a probable increase in alcohol consumption.

General education, job training, and job placement programs have been expanded to meet some of these impending developments, but the long-range effectiveness of these programs is yet to be determined. Responses to two questions on our community survey questionnaire hint that we have still not found the key to equalizing job aspirations and/or opportunities. The questions were as follows: "Are you interested in work for short

² Ibid., p. 124-125

³ Ibid., p. 124

periods during the year?" and "Are you interested in the same job, full time, all year?"

These questions are, admittedly, poorly worded, and could easily have been misconstrued. Yet the pattern of responses is quite distinctive and shows at least that respondents in the same ethnic category interpreted (or misinterpreted) these questions in the same way. As can be seen from the graphs in Figure 5, a great deal of continuity of opinion was found within each ethnic group.

Employment attitudes of the students surveyed closely reflect the attitudes of adult respondents in the same ethnic category. Training programs seem to have had little effect in breaking this pattern so far.

Responses to other foreseeable problems, such as housing, are taking shape, but at a rate that is probably far too slow to keep up with the rate of growth expected along the Mackenzie corridor.

Granted, there are certain impacts that cannot be responded to until their local manifestations are seen. What is inexcusable, however, is the lack of effort being spent on examining comparable situations. An easy conclusion of all planners is that more information is required. Yet no one seems to be examining what problems actually have arisen, for example, with the Alaskan Highway and pipeline projects, or even the construction of the Trans-Canada Highway. No other situation will be exactly like the Mackenzie one, but surely certain elements can be usefully compared.

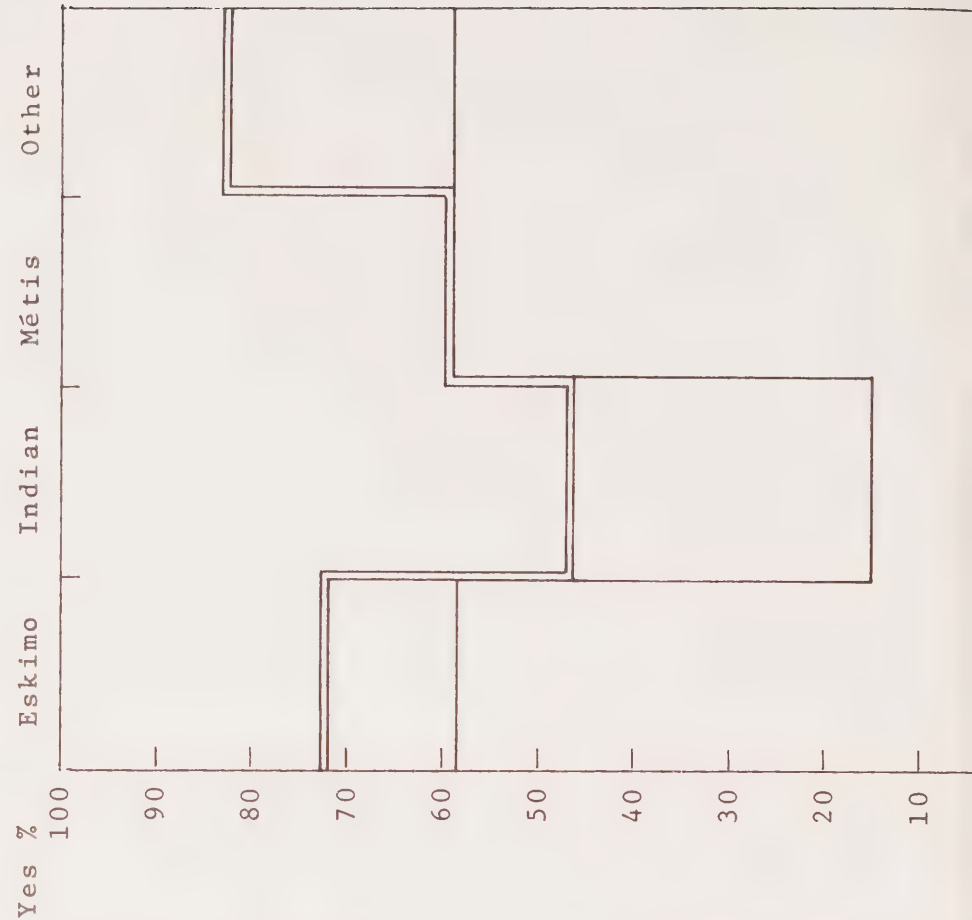
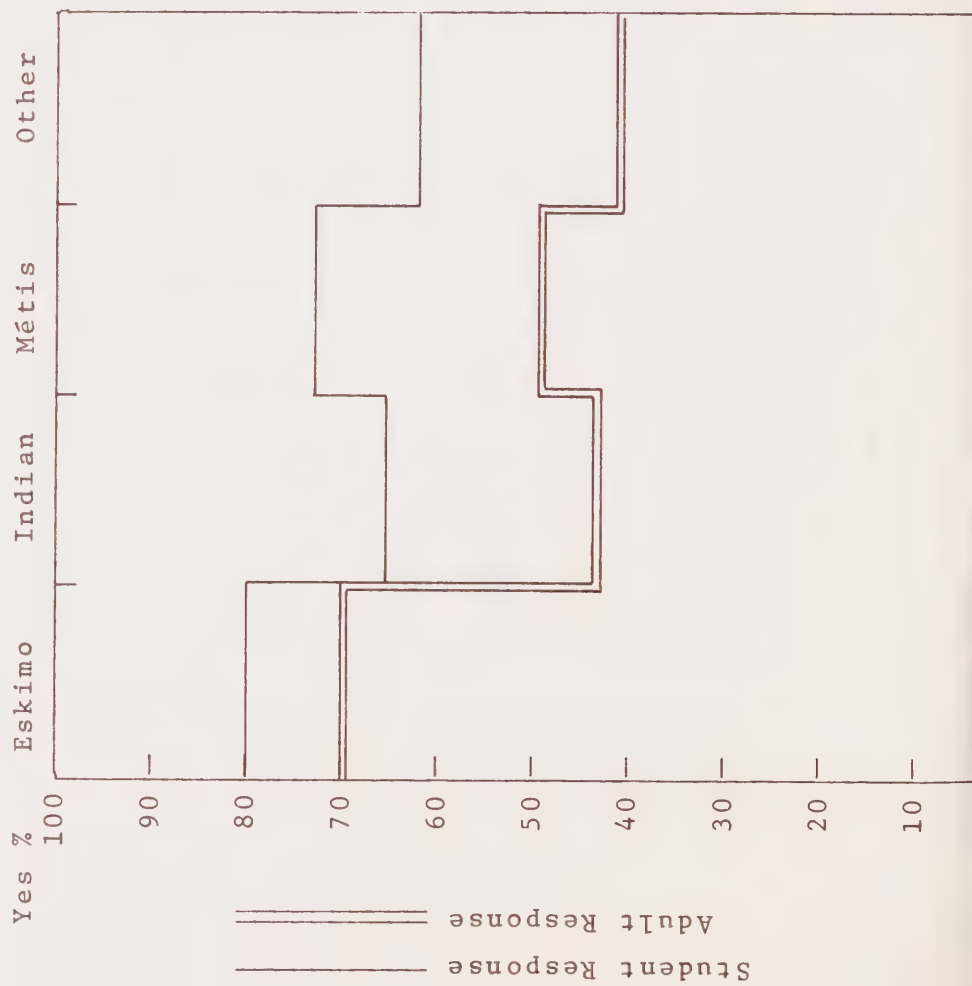
Many other smaller-scale comparisons could certainly yield informative data. For example, the settlement of Wrigley could be studied as an example of what social phenomena occur when the male/female ratio becomes unbalanced, and Fort Resolution provides an interesting case for studying what impact road access has had on a community. In fact, there are many communities where the effects of increased income levels, increased access, and an influx of non-natives can be studied. Even if a particular community appears to have been affected little by such developments, this is important data that can be useful in projecting responses of other communities. Certain identifiable trends and clusters of related variables are bound to emerge from such studies.

Native peoples and developers alike should

Figure 5 COMPARATIVE EMPLOYMENT ATTITUDES OF ADULTS AND STUDENTS BY ETHNIC ORIGIN

1. "Are you interested in work for short periods during the year?"

2. "Are you interested in the same job, full time, all year?"



be well versed in the actual problems that have arisen from similar developments in other areas. This way all parties will be better equipped to maximize the beneficial aspects of development and minimize disruptive ones. Perhaps native people, especially, should have a clear picture of what social impacts have occurred in other areas as a result of development activities. Familiarity leads to understanding, and understanding is clearly desirable in the Mackenzie Valley situation. Furthermore, development-oriented programs should be based on facts, not hunches. The Wrigley minutes clearly illustrate the vacillation of some native people on the question of wage employment (development) versus the traditional ways. The conflict is evident. The ambivalence on the part of native peoples causes problems for those who wish to "consult" with them. Government, developers, and companies are all recognizing the need to consult the native people, and they have begun to earnestly approach settlement councils for their opinions. However, the native people in the settlements often lack important information. As a result their opinions waver. The people who seek "consultation" are often anything but unbiased, and they undoubtedly resort now and then to subtle persuasion tactics in order to get the natives to say what they want to hear. A company or developer may go ahead with certain operations, having obtained the approval of the local settlement council. At a later date, however, the settlement council may obtain new information and be obliged to reverse its opinion.

Thus, at present, "consultation" amounts to little more than giving the native people information. This process is a slow but necessary one. With each meeting or consultation with native people in the settlements, the people have more information to work with, and decisions will be more soundly based.

The 2nd Annual Great Slave Lake Region Council Conference, held June 10-14, 1973, is an example of a recent trend among the native people to come together to share their information.

Two major recommendations concerning the Mackenzie Highway clearly state:

- i. that the proposed Indian Land Settlement take place before the highway is extended further
- ii. that more attention be paid to the social and environmental impact of the highway in the form of

participant-observer research studies

These and the other suggestions that emerged from the four day conference should not be taken lightly.

If officials are sincerely interested in the opinions of the native people -- there they are. We cannot afford to respect "consultation" only when the advice of the native people is in accord with our development plans.

It is clear that northerners should be given access to information on how to handle the increased incomes expected to accompany development, but this type of education should not be restricted to individual or family budgets. More emphasis should be placed on community-level investment, e.g. Co-ops or mutual funds, so that the people presently residing in the settlements can benefit from the economic prosperity development will bring and so that they can maintain some control over the economic growth of their communities. It is important that native northerners gain a larger share in local enterprises if they are to benefit substantially from Mackenzie Valley development.

A final recommendation is that attempts be made to bridge communications gaps that now exist within the Government. These gaps appear frequently - between headquarters and field staff, among Departments, and within Departments. Almost every civil servant will admit that this tremendous problem exists, and yet little has been done to alleviate it. To handle the impact of Mackenzie Valley development, flexibility will be essential, and good communications are essential to flexibility.

D. EMPLOYMENT AND OTHER BENEFITS OF GOVERNMENT ACTIVITIES IN THE MACKENZIE COMMUNITIES

Under the Community Data heading on the questionnaire, program managers were asked to describe the employment generated in the Mackenzie communities by the operation of their programs. They were also asked to describe any other benefits that might accrue to the communities as a result of their programs. This section is based on responses to those questions. It should be noted that for some of the Divisions and for certain settlements responses were sketchy or nonexistent. It was not determined whether the data were unavailable or whether certain communities were actually not

benefitting from the operation of some programs. In some places where comments from program managers were scant, the writers have elaborated on the benefits of government programs based on their own experience.

Department of Local Government

Considerable employment seems to have been generated at the settlement level through the Development Division. Most employment opportunities resulted directly from the provision of municipal services to the communities and related expenditures. Other jobs were made available through public works construction projects. (Most of these activities have now been transferred to the Municipal Affairs Division.) In addition, the communities are benefitting from development programs by gaining a progressive awareness of the role of local government and the importance of the community. The powers and responsibilities of local councils have been growing as the councils take on a more active role in community affairs.

Grant programs of the Municipal Affairs Division now concern all settlements, hamlets, and towns of the N.W.T. Each municipality (Inuvik, Fort Simpson, and Hay River) hires its own public works and administrative staff, and recruits volunteer firemen. In addition, certain work, such as water delivery and garbage collection, is contracted out. Inuvik has benefitted from Municipal Affairs programs through repayable debenture loans provided to finance the development of the new subdivision and other capital assets. Fort Simpson has received government funding for community expansion and related capital projects. In Hay River, sudden growth needs have necessitated sustained administrative and financial support. Government loans and grants have made possible the paving and sidewalk programs and the expansion of town hall/firehall facilities. Local autonomy has increased in all of the towns.

The Housing Division (which recently became a Corporation and is no longer a part of the Local Government Department) generated employment at community level in construction and maintenance phases of housing programs. In addition to benefits through employment opportunities, housing programs provide the necessary accommodations to meet local demand. In the settlements of Aklavik, Fort Good Hope, Fort McPherson, and Fort Simpson, senior citizen accommodations have been made

available.

The Town Planning and Lands Division hires land agents for 1/4 to 1/2 man year in ten of the Mackenzie communities. Other programs operated in Fort McPherson, Inuvik, Norman Wells, and Fort Simpson generate employment for a total of 8 1/4 man years. All settlements in the Inuvik region plus Fort Providence Fort Simpson, Hay River and Nahanni Butte have good development plans which provide a firm basis for decision making and community development. Most of these communities have also benefitted from an increase in municipal services.

The Recreation Division provides some employment in all of the Mackenzie settlements, where recreation leaders, and sometimes assistant swimming instructors, are hired. Other benefits, in terms of recreation facilities and programs, are obvious, and are highly valued by settlement residents.

In the Inuvik region the Northern Housing Division offers employment in administration services and through capital contracts offered to Housing Associations. Houses are maintained by local tradesmen. In the Fort Smith region, individuals are compensated for materials and labour during construction. This allows the individual to work on houses and still provide for his family. Through the Northern Housing programs, local people learn construction skills and become aware of housing costs and the variety of housing programs available. Northern Housing programs have also succeeded in reducing health problems in the communities.

The Employment Division provided grants which made possible the hiring of an employment officer and part time clerks in two settlements, Aklavik and Fort McPherson. These officers keep informed about plans for development activity and employment possibilities at the community level. In addition, the Employment Division operates job training and placement programs which greatly benefit northerners.

Department of Public Works

The Highways Division now employs local people in almost all of the Mackenzie settlements. Survey crews, heavy equipment operators, and labourers are employed for construction and maintenance of the Mackenzie Highway, Dempster Highway, and access roads. In addition

deckhands and operators are employed for the Mackenzie Ferry and the Liard Ferry, and in the near future they will be needed for the Peel River Ferry. Winter roads and highways built by the Highways Division bring the communities other benefits such as reduced cost of living, easier access, lower transportation costs, and stimulation to the local economy. The roads will bring more tourists to the Mackenzie communities, and this will increase the demand for guiding and other services.

Under the Project Management Division, work is generated in the settlements when capital construction projects are being carried out. The amount of local employment depends on the size and nature of the project and the willingness of the local people to become involved. Communities often benefit indirectly when contractors leave money in payment for services provided by the community or its residents -- such as room and board for crews, equipment rentals, subcontracts, etc.

Department of Social Development

Child Welfare Services has limited economic input in some settlements of the Inuvik region by way of payment to families for providing foster care. Lodging and travel expenses of Social Development staff also contribute in a small way to the local economies. In Inuvik and several settlements of the Fort Smith region there is a possibility of future employment opportunities, since there are needs for increased staffing and construction of new facilities. In areas other than employment, all communities benefit from counselling services and child care services which hopefully reduce the rate of family breakdown. In the town of Inuvik a wider range of professional services is available. Through the development of preventive services, the community is gaining an ability to recognize and handle problems in their early stages.

The Social Assistance Division hires local welfare or case aide workers in many of the Mackenzie communities. In addition, in some communities local people are hired as clerical workers, Old Folks Home and Receiving Home staff, and wood-cutters.

Department of Economic Development

The Industry and Commerce Division generates

a considerable amount of employment in the Mackenzie corridor communities. Almost all settlements of the Inuvik and Fort Smith Regions have Arts and Crafts Programs. The number of persons employed in Arts and Crafts ranges from eight in Nahanni Butte to eighty-nine in Inuvik. In addition to Arts and Crafts, most settlements have other industrial development projects going, such as sawmills, experimental farms, tent or toboggan manufacturing projects.

These projects generate a considerable amount of employment and encourage northerners to participate in the local economy. Settlements in the Inuvik region reap from \$3,000 to \$6,000 in benefits from direct labour for the Inuvik Sewing Centre.

Department of Education

The Administration and School Services Division generates employment in many communities during school construction, and custodial workers are hired locally.

The Schools Division hires a total of 199 teachers for the eighteen Mackenzie settlements. Classroom assistants, custodial workers, and a few clerks (in the larger communities) are hired locally. As for other benefits, in many communities the schools also serve as recreation facilities and meeting places.

Employment generated in the communities by the Pupil Residences Division varies considerably. In Fort Franklin, Fort Norman, and Fort Liard there is employment for $1\frac{1}{2}$ man years, and in Fort Good Hope 5 man years are utilized. Pupil Residences hire 15 to 20 employees in Fort McPherson, 22 employees in Fort Simpson, and 50 employees in Inuvik. There are no hostels in the remaining Mackenzie communities. In settlements with pupil residences, parents are able to go out hunting, trapping, or fishing, knowing that their children are receiving good care at the hostels. This "benefit" could become detrimental, however, if the people become too dependent on it or begin to take advantage of it. Even now the number of "social development" placements in the school residences is growing quite high.

Public Service Department

The Liquor Control System has granted a liquor

agency in Fort McPherson, and this agency should help fund other services in the settlement. The Fort McPherson liquor agency will probably employ three or four people. In Inuvik, Norman Wells, Fort Simpson, and Hay River, two to four people are presently employed in liquor agencies, but these staffs are expected to expand to six or seven in each community within five years.

Manpower and Immigration

Manpower and Immigration programs help to increase the level of academic and working skills in the north. Manpower has given employment to a tremendous number of workers and trainees in the Mackenzie Valley for various L.I.P. projects and training courses. Manpower and Immigration offers extensive employment services and training programs to all northerners. Offices are located in Hay River, Fort Simpson and Inuvik.

Department of National Health and Welfare

Medical Services Branch, Northern Division, generates a considerable amount of employment in the Mackenzie settlements. Local people are hired as clerks, clerk typists, housemaids, cooks, janitors, Community Health Workers, and aides. All communities benefit from medical services and health education programs. In addition, the Medical Services Branch takes responsibility for monitoring environmental health conditions, e.g., water and sewage. Several of the larger communities have advisory boards which are involved in the delivery of health care.

To a large extent the amount of employment generated by various government programs in the settlements seems to be a function of settlement size, since larger populations have greater needs for facilities and services. Information on "other benefits" was incomplete in many cases so that no major conclusions can be drawn.

V DEMOGRAPHIC CONSIDERATIONS

V DEMOGRAPHIC CONSIDERATIONS

A. INTRODUCTION

This field of social study deals with that of population variables or demography. Population statistics were gathered from Statistics Canada publications, reports and computer tapes and were used as the basis for projections of settlement, ethnic and age group populations.

The above sources were used in conjunction with vital statistics to provide the most accurate projections presently available. Number of births by age of mother, ethnic origin of parents and by sex of child were obtained from birth registration forms and number of deaths by age at death and by ethnic origin were combined to allow calculation of actual increase and migration rates for present and projected Territorial populations.

It is a characteristic of frontier areas everywhere that males make up substantially more than 50% of the total population until these isolated areas become more settled. The Northwest Territories are experiencing this same trend. Normally we would expect this imbalance to gradually reach an equilibrium point with males and females comprising relatively equal proportions of the population.

In 1961, females accounted for 44.25% of the total Northwest Territorial population. The figure for 1971 was 47.46% and the projected figure for 1981 is 49.56%.

The problem, however, is that the development predicted for the study region over the next ten years is expected to bring in more than 5,000 workers, 90% of whom are expected to be males in the 20-54 age group. This would obviously cause a severe loading of the pyramid in that area which would result in a substantial sex and resultant social imbalance.

B. POPULATION GROWTH 1961-66-71

a) Figure 7 shows the population of the Northwest Territories as distributed by settlement. The figures for 1961 and 1971 categorize the population by sex and ethnic origin while the 1966 figures are categorized by sex only.

b) Figure 6 below indicates the growth of the Indian, Eskimo and Other¹ ethnic groups over the ten year period 1961 to 1971.

Figure 6

NORTHWEST TERRITORIES POPULATION
COMPOSITION BY ETHNIC ORIGIN

	TABLE A	INDIAN	ESKIMO	OTHER
1961	Population	5227	8007	9764
	% of Total	22.7	34.8	42.5
1971	Population	5910	11400	17500
	% of Total	17.0	32.7	50.3

All figures individually rounded so that the sum of individual entries does not always agree with noted totals.

As can easily be seen, the Indian and Eskimo people comprised a smaller percentage of the total N.W.T. population in 1971 than they did in 1961. This gap is expected to widen considerably during the next ten years, especially if the expected influx of non-native

¹ Other categories include all those persons with ethnic origins other than Indian or Eskimo.

Figure 7 E.A.² POPULATIONS 1961-1966¹-1971 BY SEX & ETHNIC ORIGIN

SETTLEMENT	MALE				1961				FEMALE				M & F 1971 TOTAL				
	MALE		FEMALE		MALE		FEMALE		MALE		FEMALE						
	Indian	Eskimo	Other	Total	Indian	Eskimo	Other	Total	Indian ³	Eskimo	Other ⁴	Total					
AKLAVIK	55	91	137	283	71	106	108	285	90	140	110	340	675				
ARCTIC RED R.	-	-	-	-	-	-	-	-	55	-	15	75	40	115			
COLVILLE LAKE	-	-	-	-	-	-	-	-	30	-	5	35	30	65			
HAY RIVER & ENTERPRISE	150	0	612	762	137	0	439	576	295	5	985	1280	270	5	885	1160	2445
FORT FRANKLIN	110	0	4	114	123	0	1	124	145	-	20	175	155	-	15	165	340
FORT GOOD HOPE	121	5	26	152	124	5	11	140	169	166	25	150	145	-	25	170	320
FT. LIARD	73	0	12	85	61	1	7	69	98	79	5	125	85	-	5	90	215
FORT McPHERSON	150	3	73	226	215	7	61	283	319	335	70	340	290	-	55	350	695
FORT NORMAN	64	0	31	95	61	0	33	94	110	106	40	140	90	-	25	105	250
FORT PROVIDENCE	184	0	31	215	164	0	23	187	189	189	65	315	230	-	55	285	600
FORT SIMPSON	175	0	116	291	165	13	94	272	350	362	165	370	210	5	165	380	745
FORT WRIGLEY	51	0	7	58	65	0	5	70	72	64	10	75	65	-	10	75	150
INUVIK	69	113	436	618	90	137	403	630	135	220	1010	1365	150	260	870	1285	2645
JEAN MARIE R. & NAHANNI BUTTE	42	0	13	55	44	0	9	53	55	-	-	55	55	-	5	55	110
KAKISA LAKE & TROUT LAKE	-	-	-	-	-	-	-	-	-	-	120	130	10	-	75	85	215
NORMAN WELLS	13	2	197	212	17	0	68	85	118	81	150	175	25	-	95	125	300
TUKTOY- AKTUK	0	226	0	226	2	164	17	183	290	221	25	320	10	245	25	285	605
TOTAL	1257	440	1695	3392	1339	433	1279	3051	4274	4008	2820	5465	1965	665	2395	5025	10490

ALL DATA OBTAINED FROM STATISTICS CANADA PUBLICATIONS (Rows may not always add to the total due to random rounding of the Census Data.)

¹1966 - Population by sex only--figures not available.²E.A. - Enumeration Area.³Includes non-band or non-treaty Indians along with Métis people as well as treaty or band Indians.⁴Includes only those persons not categorized as Eskimos or identified in '3' above.

(-) -- Figures not available.

workers coming into the Mackenzie Valley to work on highway and pipeline developments occurs during that period.

C. POPULATION PROJECTIONS TO 1981 BY ETHNIC GROUP

In order to provide projections of population for communities in the N.W.T. up to 1961, the growth rates by ethnic origin illustrated in Figure 8 were applied to the Statistics Canada ethnic group figures for 1961. This enabled us to estimate ethnic group populations for 1972 and 1973 and project their number for the years 1974 to 1981.

Figure 11 following illustrates the results of this procedure.

The individual growth components are illustrated more specifically in Figure 9. As shown by the calculated growth rates, all three ethnic groups are growing at different rates with the Other category growing most rapidly, followed by Eskimos and Indians respectively.

The growth due to natural increase exhibits a trend exactly opposite in direction to the foregoing. This is explained when the growth due to net migration is surveyed. This shows that both Indians and Eskimos are experiencing negative net migration² while the Others are experiencing positive net migration.

Figure 10 allows us to regard more closely the different rates and ratios of Figure 9. Note that in both Figure 8 and Figure 10 there are two sets of tabulation for Indians and two sets for Others. This is done because of the differing definitions of what people these groups should encompass.

² Negative net migration = out migration;
Positive net migration = in migration.

Figure 8

	1.24%	3.23%	3.61%	6.01%	5.21%
	INDIAN ¹	INDIAN ³	ESKIMO	OTHER ²	OTHER ⁴
1961 ^A	5227	5227	8007	9764	9764
1962 ^E	5291	5396	8295	10351	10272
1963 ^E	5357	5570	8594	10973	10808
1964 ^E	5424	5750	8903	11632	11371
1965 ^E	5491	5936	9224	12331	11963
1966 ^E	5559	6127	9556	13073	12587
1967 ^E	5628	6325	9900	13859	13242
1968 ^E	5698	6530	10256	14692	13932
1969 ^E	5768	6741	10625	15575	14658
1970 ^E	5840	6958	11008	16510	15422
1971 ^A	5910	7185	11400	17500	16225
1972 ^E	5983	7417	11810	18552	17070
1973 ^E	6057	7657	12236	19667	17960
1974 ^P	6133	7904	12676	20849	18895
1975 ^P	6209	8159	13132	22102	19880
1976 ^P	6285	8423	13605	23430	20916
1977 ^P	6364	8695	14095	24838	22005
1978 ^P	6442	8976	14602	26330	23151
1979 ^P	6522	9266	15128	27913	24358
1980 ^P	6603	9565	15673	29591	25627
1981 ^P	6685	9874	16236	31369	26962

A - Actual figures from Statistics Canada publications.

E - Estimated figures.

P - Projected figures.

All figures are for June 1, rounded to nearest 5.

¹Includes only treaty or band Indians.

²Includes all persons not found under Indian or Eskimo categories.

³Includes non-band or non-treaty Indians along with Métis people as well as those persons identified in '1' above.

⁴Includes only those persons not categorized as Eskimo or identified in '3' above.

Figure 9

	INDIAN ¹	ESKIMO	OTHER ²
1. POPULATION GROWTH ($P_2^7 = P_1^{61} + (B-D) + (X_1 - X_0)$)	5913=5227+(2347-448)+(X ₁ -X ₀) : 11400=8007+(5772-1464)+(X ₁ -X ₀) : 17500=9764+(5248-672)+(X ₁ -X ₀)		
2. GROWTH RATE	1.24%/yr.	3.56%/yr.	6.01%/yr.
3. TOTAL GROWTH	683 persons	3,393 persons	7,736 persons
4. GROWTH DUE TO NATURAL INCREASE	278%	127%	59%
5. GROWTH DUE TO MIGRATION	-178%	-27%	41%
	INDIAN ³	ESKIMO	OTHER ⁴
1. POPULATION GROWTH ($P_2^7 = P_1^{61} + (B-D) + (X_1 - X_0)$)	7185=5227+(3403-621)+(X ₁ -X ₀) : 11400=8007+(5772-1464)+(X ₁ -X ₀) : 16225=9764+(4192-539)+(X ₁ -X ₀)		
2. GROWTH RATE	3.23%/yr.	3.56%/yr.	5.21%/yr.
3. TOTAL GROWTH	1,958 persons	3,393 persons	6,461 persons
4. GROWTH DUE TO NATURAL INCREASE	142%	127%	56.5%
5. GROWTH DUE TO MIGRATION	-42%	-27%	43.5%

¹Includes only treaty or band Indians.

²Includes all persons not found under Indian or Eskimo categories.

³Includes non-band or non-treaty Indians along with Métis people as well as those persons identified in '1' above.

⁴Includes only those persons not categorized as Eskimo or identified in '3' above.

Figure 10 COMPARISON OF DEMOGRAPHIC SITUATION

	<u>INDIAN</u> ¹	<u>INDIAN</u> ³	<u>ESKIMO</u>	<u>OTHER</u> ²	<u>OTHER</u> ⁴
1. GROWTH RATE (%/yr.)	1.24	3.23	3.56	6.01	5.21
2. TOTAL GROWTH (persons)	683	1958	3393	7736	6461
3. GROWTH DUE TO (%) NATURAL INCREASE	278	142	127	59	56.5
4. GROWTH DUE TO (%) MIGRATION	-178	-42	-27	41	43.5

¹Includes only treaty or band Indians.

²Includes all persons not found under Indian or Eskimo categories.

³Includes non-band or non-treaty Indians along with Métis people as well as those persons identified in '1' above.

⁴Includes only those persons not categorized as Eskimo or identified in '3' above.

EXPLANATION OF SYMBOLS AND RATES

1) \underline{P}^2 = 1971 Census Population \underline{P}^1 = 1961 Census Population

\underline{B} = Actual No. of births for total N.W.T. June 1, 1961 to May 31, 1973.

\underline{D} = Actual No. of deaths for total N.W.T. June 1, 1961 to May 31, 1971.

\underline{X}_1 = In Migration \underline{X}_0 = Out Migration \underline{X} = Net Migration

A negative figure for Migration signifies Net Out Migration.

2) Growth Rate calculated from the following formula:

$$\log \frac{\underline{P}^2}{\underline{P}^1} = n \log (1+r) \quad n = \text{number of years in the projection period which for these is 10.}$$

$$\log(1+r) = \frac{\log \frac{\underline{P}^2}{\underline{P}^1}}{n}$$

The resultant growth rate means that the population (by ethnic group) grows at a specific rate of increase per year every year for n years.

$$3) \underline{\text{Total growth}} = \underline{P}_2 - \underline{P}_1$$

$$4) \underline{\text{Growth due to natural increase}} = \frac{\underline{B} - \underline{D}}{\text{total growth}}$$

$$5) \underline{\text{Growth due to Migration}} = \frac{\underline{X}}{\text{total growth}}$$

Figure 12

MAN YEARS OF EMPLOYMENT - MACKENZIE REGION

	1973	74	75	76	77	78	79	80
Water Transport	450	450	700	700	700	700	700	700
Highway Const.		250	250	250	250			
Mineral Operatns.	1500	1500	1700	1900	2100	2200	2300	2500
Mineral Expl. & Development	15	15	15	20	35	40	45	50
Petroleum Dev.		200	1800	2300	2800	2000	2000	2000
Petroleum Expl.	500	750	1000	1250	1500	1700	1850	1950
Gas Pipeline			500	500	2100	2200	1700	200
TOTAL	2465	3165	5965	6920	9485	8840	8595	7400

Figures obtained from graphs contained in Gemini North Ltd. Mackenzie Valley Social Impact Study, Yellowknife, May 1973.

D. EMPLOYMENT MAN YEARS

Based on the figures above, 1977 would be the peak employment year in the Mackenzie region.

Estimates of manpower currently available in the Northwest Territories for development activity range from 200 to 1,000 persons but even if as many as 2,000 persons could be found in the Northwest Territories there would still be a requirement far in excess of those available, most of whom would probably be males.

One can easily see the effect this large scale influx of males would have on the male-female ratio of the population of the area. As well, the workers would be contained in a very definite age category, the outside bounds of which would be 20 and 54 years of age. (Some younger and older workers could be present but would be of an insignificant number.)

E. IMPACT ON SETTLEMENTS

a) The major impact of the development activities outlined in Figure 12 is expected to occur in Fort Simpson, Inuvik, Norman Wells and Fort McPherson. Apart from water transport activities which are based in Hay River, it is the general consensus that areas surrounding the four named communities will receive the bulk of the noted workers.

We have not been able to gather any information regarding the actual portion of the total number of workers expected to be located in any one settlement so we have not included the figures from Figure 12 in any of our population projections. Depending on the final decisions for routing of pipe and location of refineries or road construction camps and the like, the number of persons working in an area could vary significantly.

However, in view of the demand for standardized population projection values we have assigned values of 30%, 30%, 25% and 15% of the man years of employment in Figure 13 to the Fort Simpson, Inuvik, Norman Wells and Fort McPherson areas, respectively (figures are less water transport which mainly affects Hay River).

Figure 13 below illustrates the man years of employment allotted to the vicinities of these four major communities according to the above outlined distribution pattern.

Figure 13

EMPLOYMENT RE DEVELOPMENT ACTIVITY

	1973	74	75	76	77	78	79	80
Fort Simpson	605	815	1580	1865	2635	2440	2370	2010
Inuvik	605	815	1580	1865	2635	2440	2370	2010
Norman Wells	505	680	1315	1555	2200	2035	1970	1675
Fort McPherson	300	504	790	930	1320	1220	1185	1005

When the above figures are added to the 1973 estimates and 1976-79-81 projections we arrive at a figure

which includes the effect of development activity in the study area.

We realize that these four areas will not absorb all of the man years of employment expected to be generated by development in the Mackenzie area as would appear to be the case presented by Figure 13. We realize that all areas in the study region will receive some degree of impact as a result of development. The man years of employment gained by these areas will be much fewer than for the four major areas outlined but it will exist. We feel that the establishment of service activities to the major development projects will create much additional employment. Therefore, rather than divide the employment volume resulting directly from major development into portions for each settlement, we have only apportioned it among the areas of greatest expected impact. What would have been taken from our major areas in man years of employment by the remaining settlement will, we expect, be easily offset by employment created as a result of service industry development. This loss of employment volume would be even more than compensated for if the service multiplier used by Gemini North in their Mackenzie Valley Social Impact study proves to be accurate.

We have not provided figures for the increase in employment man years for settlements other than Fort Simpson, Inuvik, Norman Wells and Fort McPherson. We do not at this time have sufficient information to allow any more than a very rough guess to be made which would not align with the nature of other projections used throughout this report.

In view of the lack of reliable information on the volume of persons expected to migrate to the smaller areas of the Mackenzie Region, we recommend that further study in this area be conducted with as little delay as possible. Although this information may not seem very important in the light of developments in larger centres such as Fort Simpson and Inuvik, we must remember that an influx of 10 persons to a community of 100 persons is potentially more dangerous than an immigration of 500 to a larger, established centre of 5,000.

VI MACKENZIE VALLEY SURVEYS

VI MACKENZIE VALLEY SURVEYS

A. NEED FOR FIELD SURVEYS

During the course of the study it was found necessary to collect information regarding:

(1) the attitudes of the study region's population toward community organizations and agencies, and

(2) their employment background and social situation.

Information of the type required was obtained through three surveys of the area population.

B. ATTITUDE SURVEYS

An attitude survey of persons in the Mackenzie area was conducted in order to determine personal attitudes regarding the number of variables relevant to the social existence of the populace. As a result, a questionnaire was designed and a survey conducted to measure individual feelings about various community institutions, activities and organizations. Also, questions were included to determine attitude toward such items as curfews and alcohol outlets.

1. Methodology

These objectives were achieved by the use of a sample survey of adults and students in the Mackenzie Valley. The sample consisted of 579 adults and 843 high school students. The adults, all of whom were over 14 years of age and were not attending school, were chosen by a random sampling of the communities in the corridor. The high school students, ranging from grades nine to twelve, were selected from the following schools: Diamond Jenness in Hay River, Samuel Hearne in Inuvik, Sir John Franklin in Yellowknife, Yellowknife Public School and St. Patrick's in Yellowknife.

Figure 14 provides an overview of the communities from which sample opinions were obtained. The number of respondents by sex for each community is compared with the estimated total population for 1973. Figure 15 and 16 reveal characteristics of the student sample, breaking it down according to ethnic origin and sex. Figure 17 indicates the number of persons by sex in each age group

of the adult sample. Figure 18 shows the age grouping of the student sample.

The survey of adults was conducted by native interviewers who were selected after consultation with the Indian Brotherhood, local Band Chiefs, and other community representatives. At central meetings held in Fort Providence, Norman Wells and Inuvik, the interviewers were thoroughly briefed in interviewing procedures and were familiarized with the questionnaire itself. The students received the same questionnaire as the adults, which, in this case, was administered by classroom teachers. This difference in approach and environment could have biased the results but it was not foreseen as a significant problem.

The questionnaire was designed by members of the study group and research officers from the Territorial Government, and was thought to be the best available method for collection of the necessary data.

2. The Questionnaire

The first portion of the survey consisted of data collection through the use of a canvasser completed questionnaire which was used to determine the attitudes of adults¹ from the various communities in the study region towards a number of community agencies and organizations. A copy of the questionnaire used is attached as Appendix V.

Section 1 of the questionnaire consisted of six questions which determined the home community, sex, age, marital status, number of children and ethnic origin of the respondent. Section 2 consisted of twenty-five questions designed to test the attitudes of the respondents in connection with a number of community organizations, activities and enterprises with which they would have come in contact in their own community.

In Section 2 the respondents were asked to signify the importance of each particular issue by checking one of the five boxes, indicating whether he or she thought the issue was very important, important, not important, or very unimportant, or whether he or she was "not sure".

¹ Adults in this context refers to all persons 14 years of age and older as of January 1, 1973.

Figure 14

POPULATION¹ CHARACTERISTICS OF NAMED COMMUNITIES

COMMUNITY	MALE			FEMALE		
	TOTAL MALE POPULATION	N ²	% OF TOTAL	TOTAL FEMALE POPULATION	N ²	% OF TOTAL
AKLAVIK	357	23	6.4	351	25	7.12
ARCTIC RED R.	73	1	1.37	42	-	0
FT. FRANKLIN	189	19	10.05	183	7	3.83
FT. GOOD HOPE	163	16	9.82	179	14	7.82
FT. LIARD	151	-	0	115	2	1.74
FT. McPHERSON	352	38	10.8	363	56	15.43
FT. NORMAN	152	13	8.5	115	18	15.65
FT. PROVIDENCE	330	50	15.15	294	46	15.65
FT. SIMPSON	391	9	2.3	402	5	1.24
FT. WRIGLEY	78	7	8.97	84	8	9.52
HAY RIVER	1415	127	8.98	1225	108	8.82
JEAN MARIE R.	62	9	14.52	57	18	31.58
INUVIK	1462	72	4.92	1365	53	3.88
KAKISA	-	13	-	-	10	-
NORMAN WELLS	213	21	9.86	149	21	14.09
TROUT LAKE	-	4	-	-	6	-
TUKTOYAKTUK	334	31	9.28	298	47	15.77
YELLOWKNIFE	3459	193	5.58	3036	164	5.4
TOTAL	9181	646	7.03	8258	608	7.36

¹Estimated population for June 1, 1973.²N - Sample Size: (adult and student):

Figure 15

SAMPLE STATISTICS: SCHOOL BY ETHNIC ORIGIN

SCHOOL	INDIAN ¹			ESKIMO ²			OTHER ³		
	SCHOOL ENROLL.	N ⁵	% OF TOTAL	SCHOOL ENROLL.	N ⁵	% OF TOTAL	SCHOOL ENROLL.	N ⁵	% OF TOTAL
HEARNE	58	35	60.34	66	30	45.45	147	124	84.35
FRANKLIN	44	36	81.82	73	59	80.82	345	251	72.75
PATS	3	2	67	1	-	-	77	72	93.51
PUBLIC	-	-	-	-	-	-	75	65	86.67
JENNESS	2	2	100	-	-	-	186	145	77.95
TOTAL	107	75	70.09	140	89	63.57	830	657 ⁴	79.15

¹School enrollment September, 1972 for grades 9-12.

²Only Treaty Band Indians and Eskimos.

³All Métis and others.

⁴This total includes '66' Métis.

⁵Sample size.

N.B. Totals for Figures 16 and 18 do not agree with Figure 15 since some students failed to indicate age, sex or ethnic origin.

Figure 16

NUMBER OF PERSONS BY SCHOOL AND SEX

SCHOOL	MALE	FEMALE	TOTAL
HEARNE	107	80	187
FRANKLIN	181	163	344
PATS	38	36	74
PUBLIC	41	25	66
JENNESS	70	77	147
TOTAL	437	381	818

Figure 17

ADULT SAMPLE BY SEX AND AGE GROUP

AGE GROUP	MALE	FEMALE	TOTAL
14-15 years	23	23	46
15-19 years	32	57	89
20-24 years	28	28	56
25-29 years	28	32	60
30-34 years	23	26	49
35-39 years	16	15	31
40-44 years	21	15	36
45-49 years	22	12	34
50-54 years	13	20	33
55-59 years	13	10	23
60-64 years	8	9	17
65+ years	12	3	15

Figure 18

SAMPLE STATISTICS BY SCHOOL AND AGE GROUP

	14 YEARS	15-19 YEARS	20-24 YEARS	25-29 YEARS
HEARNE	26	144	6	3
FRANKLIN	6	326	8	0
PATS	21	51	0	0
PUBLIC	41	26	0	0
JENNESS	20	125	0	0

Section 3 questioned the respondent on his previous work experience and on his attitudes towards relocation. Adults were asked to complete only sections 1-3, while the students completed section 4 as well. This last section dealt with summer work experience and job expectations.

Extensive pre-testing of the questionnaire was not carried out but it was felt that the results would be representative.

In the case of the adult survey, site plans for each community surveyed were used to identify specific households² so that the enumerators would collect information from an unbiased sample. Each adult in the household was asked to provide responses to all of the questions on pages 1, 2 and 3 of the attitude survey form and the enumerators entered the responses in the appropriate blanks.

The final area of this survey dealt with determination of student attitudes regarding the same topics about which the adults were queried. In addition, the student respondents were asked to reply to the questions on page 4 of the attitude survey form which contained questions relevant only to students.

C. MANPOWER SURVEY UPDATE

The second part of the survey was launched with the intention of collecting information regarding the employment background and social situation of the people in the Mackenzie Valley area. This project was to be used as well to update the Manpower Survey conducted in the Northwest Territories by the Department of Indian Affairs and Northern Development during 1969 and 1970. The questionnaire that was to be used to collect the required data was distributed along with the attitude survey form. Identical interview methods were used for both forms but response to the Manpower Survey Update questionnaire was very limited.

As a result of this poor response, the amount of data received was not considered sufficient to justify analysis. It was felt that any conclusions that could be drawn from the information collected would not have sufficient base to ensure reliability.

² Households were selected by random sampling.

The main problem with the update survey was created by the many questions which required answers which would rigidly identify the respondent. Questions regarding income as well caused a number of potential respondents to refuse to complete the questionnaire.

We do feel that many of the questions included in the update would provide very valuable information if accurate responses could be collected. For this reason we recommend that any future work in this area be set up so as to obtain responses *without inclusion of questions that strictly identified the respondent*. Realistically, there is no need to have the respondents identified because the majority of the information, at least as we see it, will be used only on an aggregate basis. If used in this manner, there would be no confidential information collected and people would be more responsive to questionnaire completion because they would be assured anonymity. Both factors would result in accurate and complete data collection with a minimum of disturbance of the population.

D. ANALYSIS OF ATTITUDE SURVEY RESULTS

1. Adult Survey Sample

The sample size for this section amounted to 579 persons which represents 12% of the risk population. The questionnaires from Fort Simpson were lost in the mail and insufficient data were collected from Inuvik, Arctic Red River, Fort Liard and Nahanni Butte. As a result, the risk population, of which the 579 responses represents 12%, consists of only those adults found in the communities of Aklavik, Tuktoyaktuk, Fort McPherson, Fort Good Hope, Fort Norman, Fort Franklin, Norman Wells, Fort Wrigley, Hay River, Jean Marie River, Kakisa Lake and Trout Lake.

2. Student Survey Sample

The students surveyed were those that were attending grades 9, 10, 11 and 12 at the schools as follows:

SCHOOL	LOCATION	NUMBER OF STUDENTS RESPONDING
Diamond Jenness	Hay River	150
Samuel Hearne	Inuvik	189
Yellowknife Public	Yellowknife	68
Sir John Franklin	Yellowknife	360
St. Patrick's	Yellowknife	76
TOTAL		843

The home room teachers for each class were given instructions regarding the proper procedure for completion of the forms. The forms were then given to the students during the week of February 5-9, 1973, for completion in the classroom.

The column indicating the number of students responding represents the number of usable questionnaires returned. There were a few spoiled forms and some students were absent when the forms were distributed so that we did not receive usable responses from all of the grade 9-12 students in the noted schools.

Also, some of the questionnaires were completed in part or contained some unreadable responses so that there were not 843 responses to each question. The same situation occurred with the adults.

3. Limitations of the Study

Before one examines the results, one must consider the limitations of the study. In the case of this study, the sample size was relatively small and though it was selected randomly it may not be representative of the population. Other limitations may be the result of sampling errors, errors in processing and statistical analysis, biases built into the questionnaire, or the situation in which it was administered. One should keep these possible limitations in mind when interpreting the results.

4. Treatment of Data

Replies on the completed questionnaires were coded for analysis and computerized. Values of 5, 4, 3, 2 and 1 were assigned to the response blocks, "very

important", "important", "not sure", "not important" and "very unimportant" respectively. Using this coding, it was decided that a mean score of 3.5 or higher would indicate that the question asked was viewed as tending towards importance and scores below 3.5 were viewed as indicating an attitude which tended toward unimportance. However, a score of 3.5 can be reached by any number of different combinations. For example, a mean of 3 can be composed of a response of 1 and a response of 5 on any particular question. To give a clearer indication of the response, standard deviation for each question was measured. If the standard deviation was less than 1.0, the responses of the questions could be regarded as having been centered around the mean. However, if the deviation was greater than 1.0, we assumed that the responses were at various diverging points within the possible range.

5. Attitude Response Evaluation

(a) Attitude Response Evaluation of Individual Questions

The responses to the 25 attitude variables contained in the attitude questionnaire were assessed in relation to factors such as community of residence, ethnic origin, sex, school attended. The detailed analysis of the results is presented in Appendix VI. Here, graphic illustration and verbal explanation of the 25 attitude variables are presented with respect to the responses. Part 1 of Appendix VI deals with responses to each question by adults and students according to community of residence. Part 2 of Appendix VI assesses responses to each question according to break-downs by sex, ethnic origin and community of residence.

In the following section, however, a summary analysis is presented which points out differences and similarities in the overall reactions of adults and students to the questions posed by the attitude survey.

(b) Mean Scores for the Aggregate of the 25 Variables.

As can be seen from Figure 19 there was little difference in the mean score between the males and the females in both adult and student categories. However, though the adults had a standard deviation of less than one, student standard deviation was quite high, indicating that the responses were quite varied.

Figure 19
RATING OF ADULT AND STUDENT RESPONSES BY SEX

	ADULTS		STUDENTS	
	MALE	FEMALE	MALE	FEMALE
MEAN	3.98	3.97	3.82	3.86
STANDARD DEVIATION	.927	.877	1.08	1.03

(c) Figure 20 indicates that the different ethnic groups viewed all of the variables as important but in varying degrees. The Eskimo adults thought they were more important than the other groups and the Métis thought them the least important. However, among the students, the situation was just the reverse. The Métis and Indians felt that the issues were most important and the Eskimos and Others felt them least important. It should also be noted that in both the adult and student categories, the Eskimos and Others had standard deviation scores greater than one, thus the responses were quite varied.

Figure 20
RATING OF ADULT AND STUDENT RESPONSES BY ETHNIC ORIGIN

	ADULTS				STUDENTS			
	INDIAN	METIS	ESKIMO	OTHER	INDIAN	METIS	ESKIMO	OTHER
MEAN	4.01	3.82	4.07	3.99	4.0	4.0	3.86	3.82
STANDARD DEVIATION	.831	.849	1.01	1.05	.97	.96	1.01	1.08

(d) Figure 21 indicates that the standard deviation among married adults was greater than the deviation among single adults.

Figure 21

RATING OF ADULT RESPONSES BY MARITAL STATUS

	ADULTS	
	MARRIED	SINGLE
MEAN	3.99	3.93
STANDARD DEVIATION	.933	.866

(e) Figure 22 displays the mean aggregate scores according to geographical regions. The first region is comprised of Aklavik, Tuktoyaktuk, and Fort McPherson. The second region contains Fort Norman, Fort Good Hope, Fort Franklin and Norman Wells. The third region is made up of Fort Providence, Fort Wrigley, Kakisa Lake, Trout Lake and Jean Marie River. The fourth region is Hay River, the fifth is Inuvik and the last region is Yellowknife.

Figure 22 MEAN AGGREGATE SCORES BY SEX AND REGION

	ADULT		STUDENT	
	MALE	FEMALE	MALE	FEMALE
REGION 1	MEAN = 4.17 S.D. = 1.01	MEAN = 4.18 S.D. = .938	MEAN = 4.03 S.D. = .94	MEAN = 4.02 S.D. = .86
REGION 2	MEAN = 3.82 S.D. = 1.08	MEAN = 3.78 S.D. = .995	MEAN = 3.98 S.D. = .96	MEAN = 3.91 S.D. = 1.02
REGION 3	MEAN = 4.05 S.D. = .707	MEAN = 3.93 S.D. = .663	MEAN = 3.98 S.D. = 1.05	MEAN = 3.98 S.D. = .97
REGION 4	MEAN = 3.82 S.D. = .883	MEAN = 3.75 S.D. = .843	MEAN = 3.84 S.D. = 1.08	MEAN = 3.81 S.D. = 1.19
REGION 5	MEAN = - S.D. = -	MEAN = - S.D. = -	MEAN = 3.73 S.D. = 1.11	MEAN = 3.90 S.D. = 1.01
REGION 6	MEAN = - S.D. = -	MEAN = - S.D. = -	MEAN = 3.80 S.D. = 1.1	MEAN = 3.83 S.D. = 1.05

Figure 23 MEAN AGGREGATE SCORE BY AGE GROUP

AGE GROUP	ADULT		STUDENT	
	MEAN	STANDARD DEVIATION	MEAN	STANDARD DEVIATION
12-14 years	3.87	.76	3.82	1.1
15-19 years	3.96	.93	3.86	1.04
20-24 years	3.93	.90	3.94	1.04
25-29 years	3.98	.95	3.7	1.16
30-34 years	3.89	.92	-	-
35-39 years	4.04	.92	-	-
40-44 years	4.15	.85	-	-
45-49 years	4.01	.95	-	-
50-54 years	3.95	.88	-	-
55-59 years	3.98	.79	-	-
60-64 years	4.06	1.01	-	-
65-69 years	3.85	.995	-	-

Oldest student respondent was between ages of 25-29 years.

It can be seen from these scores that the opinions of male and female adults and male and female students differed very little within each region. However, the variation between regions is very significant. The size of the home community seems to have substantial effect on the opinions of the respondents. All of the issues were thought to be more important by residents of Region One which is the most northern region.

(f) Figure 23 shows that there is little significant difference between the means of the various age groups. All age groups thought that all 25 questions were important. The age group of 35-49 years seemed to find the variables most important, however there is no other recognizable trend. Standard deviation was the highest among all student groups indicating the great amount of varied opinion there. Comparing the five student groups we see that there is very little difference in the aggregate means. All of the schools found the 25 issues important. However, in every case the standard deviation was greater than one, indicating a wide variety of opinion.

Figure 24

AGGREGATE MEAN SCORE BY SCHOOL (STUDENTS ONLY)

SCHOOL DISTRICT	MEAN	STANDARD DEVIATION
HEARNE	3.84	1.03
FRANKLIN	3.89	1.03
PATS	3.89	1.08
PUBLIC	3.73	1.12
JENNESS	3.83	1.08

6. Employment Attitudes

In the coding and analysis of the questionnaire, variables 033 and 034 dealing with the concept of leaving the community to work for a short time or a longer time were omitted. The question was poorly worded which resulted in frequent misinterpretations.

(a) The first question asked the respondents was whether they were interested in work for short periods during the year. The majority of respondents in the Indian, Métis and Other categories were not interested in this type of short term work. However, 71% of the adult Eskimo respondents were interested in short term employment.

(b) The next question dealt with full time employment during the past twelve months. Among the adult respondents roughly one quarter of the Indians, half of the Métis, three-quarters of the Eskimos and two thirds of the Others had had full time employment. Very low numbers of the students ranging from 8% to 16% had had full time employment.

Figure 25

FULLTIME EMPLOYMENT BY ETHNIC GROUP

	ADULTS				STUDENTS			
	ESKIMO	INDIAN	METIS	OTHER	ESKIMO	INDIAN	METIS	OTHER
YES	76%	26%	49%	63%	10%	12%	8%	16%
NO	24%	74%	51%	37%	90%	88%	92%	84%

(c) The next question dealt with the length of employment that had not been full time. The respondent was to select one of five categories: less than one month, one to three months, four to seven months, seven to nine months, or ten to twelve months. The greatest percentage for adults was found in the response category of less than one month which meant virtual unemployment. In this category the Indians had the greatest percentage and Métis had the lowest percentage. Similarly, among the student Indians, Métis and Others had most responses centering around the less than one month category. More than half of the Eskimos, however, held jobs for between one and three months.

Among the student respondents, a much greater percentage in all the ethnic groups expressed the desire for short term work.

Figure 26

SHORT WORK BY ETHNIC ORIGIN

	ADULTS				STUDENTS			
	ESKIMO	INDIAN	METIS	OTHER	ESKIMO	INDIAN	METIS	OTHER
YES	71%	43%	49%	41%	80%	66%	73%	61%
NO	29%	57%	51%	59%	20%	43%	27%	39%

(d) The next part of the question asked whether the individual was interested in the same type of job full time instead of short term. Among the adult respondents high percentages of Eskimo, Métis and Other were interested in full time work. However, less than half of the Indians were interested in such work. The highest percentage of those wanting work fell into the Other category with 83% of the adults wanting full time work. Among the students the responses of Eskimo, Métis and Other were very similar centering at 58-59%. However, only 15% of the Indian students wanted full time work.

Figure 27

FULL TIME WORK BY ETHNIC ORIGIN

	ADULTS				STUDENTS			
	ESKIMO	INDIAN	METIS	OTHER	ESKIMO	INDIAN	METIS	OTHER
YES	73%	44%	59%	83%	58%	15%	59%	58%
NO	27%	56%	41%	17%	42%	85%	41%	42%

Figure 28

LENGTH OF EMPLOYMENT (NOT FULL TIME)

MONTHS	ADULTS				STUDENTS			
	ESKIMO	INDIAN	METIS	OTHER	ESKIMO	INDIAN	METIS	OTHER
LESS 1	67%	77%	55%	68%	38%	42%	56%	48%
1-3	17%	6%	12%	14%	54%	38%	24%	33%
4-7	13%	9%	18%	6%	7%	13%	18%	12%
7-9	2%	7%	12%	12%	1%	7%	2%	6%
10-12	-	1%	3%	-	-	-	-	1%

(e) Figure 29 reveals the student response to the question about previous summer work experience. Seventy per cent of the students had worked the previous summer. A greater percentage of males worked than did females.

Figure 29

SUMMER WORK EXPERIENCE BY SEX

	MALE		FEMALE		TOTAL	
YES	306	77%	223	62%	529	70%
NO	91	23%	135	38%	226	30%
TOTAL	397	100%	358	100%	755	100%

Figure 30 reveals the ethnic origin of the respondents. The Eskimo and Métis groups had the highest percentages of students who had worked the previous summer.

(f) Summer Work Plans

The next question dealt with summer work expectations. Ninety per cent of the students planned to work the next summer. Once again the males had a slightly higher percentage than the females. All of the ethnic groups had a high percentage of students who planned to work next summer, ranging from 100% in the Métis group to 88% in the Other group (see Figure 30A).

However, when asked whether they expected to succeed in finding a summer job, the percentages dropped slightly. A greater percentage of males than females expected that they would find a job. Broken down into ethnic groups, 94% of the Métis expected they would find

Figure 30

STUDENT EMPLOYMENT BY ETHNIC GROUP

	ESKIMO				INDIAN				METIS				OTHER			
	M	F	Total	%	M	F	Total	%	M	F	Total	%	M	F	Total	%
YES	38	25	63	76	26	19	45	65	27	19	46	74	215	160	375	69
NO	9	11	20	24	4	20	24	35	3	13	16	26	75	91	166	31
TOTAL	47	36	83	100	30	39	69	100	30	32	62	100	280	251	541	100

Figure 30 A

STUDENT SUMMER EMPLOYMENT ASPIRATIONS
BY SEX AND ETHNIC GROUP

	MALE		FEMALE		TOTAL	
YES	369	93%	310	88%	679	90%
NO	29	7%	43	12%	72	10%
TOTAL	398	100%	353	100%	751	100%

	ESKIMO				INDIAN				METIS				OTHER			
	M	F	Total	%	M	F	Total	%	M	F	Total	%	M	F	Total	%
YES	46	29	75	96	29	36	65	94	31	32	63	100	263	213	476	88
NO	1	2	3	4	1	3	4	6	-	-	-	0	27	38	65	12
TOTAL	47	31	78	100	30	39	69	100	31	32	63	100	290	251	541	100

a summer job, while Eskimos had the lowest percentage, with 84% expecting to find summer work. It is interesting to note that in the Other category 88% hoped to find summer jobs and 87% felt that they would find a summer job. In the Eskimo category, however, 96% expressed a desire to have a summer job while only 84% felt that they would succeed in getting a job (see Figure 30B).

Figure 30 B

STUDENT SUMMER EMPLOYMENT EXPECTATIONS
BY SEX AND ETHNIC GROUP

	MALE		FEMALE		TOTAL	
YES	347	90%	289	84%	636	87%
NO	39	10%	56	16%	95	13%
TOTAL	386	100%	345	100%	731	100%

	ESKIMO				INDIAN				METIS				OTHER			
	M	F	Total	%	M	F	Total	%	M	F	Total	%	M	F	Total	%
YES	37	26	63	84	25	31	56	88	31	27	58	94	254	205	459	87
NO	8	4	12	16	3	5	8	12	-	4	4	6	28	43	71	13
TOTAL	45	30	75	100	28	36	64	100	31	31	62	100	282	248	530	100

(g) Future Education Plans

The next question dealt with plans for further education. Forty four per cent of the total respondents planned on technical school and 47% on university. Males were divided between technical school and university, whereas a greater percentage of females planned on attending university. Arranged by ethnic group, we see that a greater number of Eskimo, Indian and Métis plan to attend technical school while the majority in the Other category expect to attend university.

Figure 31

FULL-TIME EDUCATIONAL PLANS BY SEX

	MALE		FEMALE		TOTAL	
TECHNICAL SCHOOL	156	48%	120	40%	276	44%
UNIVERSITY	152	46%	140	47%	292	47%
OTHER EDUCATIONAL INSTITUTIONS	18	6%	38	13%	56	9%
TOTAL	326	100%	298	100%	624	100%

Figure 32

FUTURE EDUCATIONAL PLANS BY ETHNIC GROUP

	ESKIMO				INDIAN				METIS				OTHER			
	M	F	Total	%	M	F	Total	%	M	F	Total	%	M	F	Total	%
TECHNICAL SCHOOL	27	14	41	62	16	20	36	68	16	13	29	56	97	73	170	38
UNIVERSITY	11	9	20	30	6	6	12	23	10	12	22	42	125	113	238	52
OTHER EDUCATIONAL INSTITUTIONS	3	2	5	8	1	4	5	9	-	1	1	2	14	31	45	10
TOTAL	41	25	66	100	23	30	52	100	26	26	52	100	236	217	453	100

(h) Training Site

This variable dealt with the training site location. Of the total respondents, 81% expressed the desire to leave the N.W.T. for training. Seventy eight per cent of the males and 84 % of the females expressed the desire to leave. The greatest number of those wanting to leave were found to be in the Other ethnic category and the lowest was found among the Eskimos. However, in all of the ethnic groups a greater percentage expressed the desire to train outside the Northwest Territories.

Figure 33
TRAINING SITE LOCATION BY SEX

	MALE		FEMALE		TOTAL	
IN N.W.T.	76	22%	50	16%	126	19%
OUT N.W.T.	264	78%	265	84%	529	81%
TOTAL	340	100%	315	100%	655	100%

Figure 34
TRAINING SITE LOCATION BY ETHNIC GROUP

	ESKIMO		INDIAN		METIS		OTHER	
IN N.W.T.	29	45%	22	36%	15	27%	60	13%
OUT N.W.T.	36	55%	39	64%	41	73%	413	87%
TOTAL	65	100%	61	100%	56	100%	473	100%

(i) Career

This variable dealt with the respondents' work expectations after finishing school. Of the total sample, 82% desired full time work. A greater number of males than females wanted to work full time. Analyzed according to ethnic group, there is a fairly even distribution of those desiring full time work. The range was between 80% in the Other category to 88% in the Eskimo category.

Figure 35

WORK EXPECTATIONS BY SEX

	MALE		FEMALE		TOTAL	
FULL TIME	328	85%	276	79%	604	82%
PART TIME	46	12%	57	16%	103	14%
NONE	11	3%	16	5%	27	4%
TOTAL	385	100%	349	100%	734	100%

Figure 36

WORK EXPECTATIONS BY ETHNIC GROUP

	ESKIMO		INDIAN		METIS		OTHER	
FULL TIME	75	88%	51	85%	55	88%	423	80%
PART TIME	10	12%	7	12%	6	10%	80	15%
NONE	-	-	2	3%	1	2%	24	5%
TOTAL	85	100%	60	100%	62	100%	527	100%

(j) The last question delved deeper for job expectations versus specific types of work. The jobs were then categorized under the headings listed in Figure 37.

VARIOUS TYPES OF WORK

Figure 37
TYPES OF WORK BY SEX

	MALE	FEMALE	TOTAL	%
PROF. & TECH.	126	106	232	46%
CLERICAL	7	77	84	17%
SALES	4	8	12	2%
SERVICE	61	38	99	19%
TRANSPORT	29	14	43	8%
MANAGERIAL	5	4	9	2%
CRAFTS	8	2	10	2%
HUNTING	5	-	5	1%
LOGGING	6	-	6	1%
MINING	6	-	6	1%
FARMING	3	-	3	1%
TOTAL	260	249	509	100%

Figure 38

STUDENTS' POST-SCHOOL WORK-TYPE
PREFERENCES BY ETHNIC ORIGIN

	ESKIMO	INDIAN	METIS	OTHER	TOTAL
PROF. & TECH.	27	18	17	170	232
CLERICAL	10	12	7	55	84
SALES	-	1	-	11	12
SERVICE	13	8	6	72	99
TRANSPORT	5	6	4	28	43
MANAGERIAL	-	2	-	7	9
CRAFTS	1	1	2	6	10
HUNTING	2	1	-	2	5
LOGGING	-	-	2	4	6
MINING	-	-	-	6	6
FARMING	-	-	-	3	3
TOTAL	58	49	38	364	509

Seen from an overview, the students seemed to place the greatest esteem on professional and technical work. Next came service, clerical, and transport jobs. Farming and hunting received the least number of enthusiasts. The Eskimos placed their interest first in professional and technical jobs, then in service and clerical work. Pattern for the Métis, Indian and Others was very similar. It is interesting to note that while 624 respondents had aspirations for further education, only 509 had specific job expectations.

VII SPECIAL CONSIDERATIONS

VII SPECIAL CONSIDERATIONS

A. SPECIAL TRAINING AND EMPLOYMENT PROGRAMS

1. Fort Smith Adult Vocational Training Centre

Since 1969 much of the Territorial Government's efforts with regard to vocational training have been directed towards the creation and maintenance of programs at the Fort Smith Adult Vocational Training Centre.

Until then most vocational courses were purchased from institutions in Southern Canada and there was little opportunity to adapt these courses to suit northern needs. Fort Smith was seen as an opportunity to design such special programs.

Several innovations have since emerged along with many traditional Trades and Technical Training courses. Programs include:

1. Academic Upgrading - 0 - 12 (BTSD)
2. Heavy Equipment Operating and Career Driving (Trucks)
3. Certified Nursing Assistants - includes five months of practical work experience in northern hospitals
4. Telecommunications (Electronics)
5. Heavy Duty Carpentry
6. Welding
7. Carpentry
8. Business Administration
9. Clerk-Typist

In addition a special component of Academic Upgrading and some other courses have been added in the form of a Life Skills Program. This program has been adapted from models originally developed by the Saskatchewan Newstart Program in Prince Albert. It can involve up to half a trainee's time and takes cognizance of the fact that many northerners who seek training lack social skills necessary for ultimate success in the world of work. The Trades and Technical Training courses run from five to ten months.

Also at Fort Smith, but not actually part of the Adult Vocational Training Centre, are two other special training programs. First is the Teacher Training Program,

now in its fifth year. Over fifty teacher trainees are currently involved in this program at different stages. The Teacher Training Program was originally established under the umbrella of the University of Alberta. In 1973, however, the course structure has been altered to allow entry for those who lack normal academic prerequisites. In addition, entry is restricted to those who have competence in one or more of the native languages in use throughout the Northwest Territories. This is a three year program.

Secondly, the Department of National Health and Welfare has established a course in Dental Therapy. This course is designed to prepare northerners to carry out certain professional dental procedures and will ultimately raise the level of dental services available to northerners, particularly in remote communities. This is a two year course.

Recently some efforts have been made to offer the resources of Adult Vocational Training Centre staff to other locations in the Northwest Territories where there is need for training and heavy expensive equipment is not required. It is likely that this trend will continue where possible.

The Adult Vocational Training Centre has not been without problems, although many difficulties have been ironed out over the years. Perhaps the most difficult problem has been trainee selection. In June, 1973, the Territorial Government's Executive decided to consolidate the selection procedures for all vocational Trainees within the Department of Local Government - Employment Division. Although close working arrangements have been established with Canada Manpower, since many of the training places at Adult Vocational Training Centre have been purchased by them, some confusion still exists.

The basic problem in trainee selection is lack of proper counselling at the local level together with a lack of well co-ordinated screening procedures. In addition, establishment of courses and funding arrangements with Canada Manpower usually precede trainee selection by at least a year. Administrative procedures have made this procedure necessary, but it has the unfortunate consequence of seeking candidates for courses rather than establishing courses for interested clients. This is a problem now being tackled by the Department of Education, the Employment Division and Canada Manpower.

2. Hire-North

Hire-North was established as an employment program of the Government of the Northwest Territories in July, 1972. The first project of Hire-North was the clearing of Section A of the Mackenzie Highway.¹ This project commenced in September, 1972 and continued until December, 1972. The Hire-North crews cleared the actual right-of-way, completed selective or vista clearing and provided labour support to the construction contractor on the section.

The clearing of the right-of-way on section A went exceptionally well. Two camps of 70 men were in operation. These were located approximately 15 and 45 miles north of Fort Simpson. The crews worked on a turn around shift. They were recruited in the settlement and transported to the highway site for a three week period and were then provided with return travel to the settlement.

The turn around caused some problems which included:

1. Some employees did not want to leave after three weeks.
2. Some employees wished to leave prior to three weeks.
3. Some employees were returned home but did not show at the specified pick up time.
4. Some employees were returned home and never picked up.
5. Numerous mix-ups occurred where planes arrived but employees were not there or where employees were waiting but no plane was sent.

The problems resulting from the logistics of pick up lessened over the months of the project and changes in procedures were implemented.

The length of the employment period was extended from three weeks to one month. Employees were given the option of returning home or of staying on the job. The selection was co-ordinated at the Hire-North Office by the Northwest Territories Project Officer

¹ Section A runs from Fort Simpson to Camsell Bend and is approximately fifty miles in length.

rather than through the Headquarters Office of the Employment Division of the Department of Local Government.

At the completion of Section A Hire-North was given the clearing of the Training Section of the Mackenzie Highway as well as the responsibility of overall construction and support for the Training Section. This was initially a joint venture between the Department of Education and Hire-North. Camp 1 was moved into the Training Section in March, 1973, and clearing started immediately thereafter. Seven miles of clearing was completed prior to the shut down of clearing in April.

There was much concern expressed about the possible termination of work for Hire-North employees so alternative projects were identified.

These projects were not compatible with the Hire-North system and the results were depressing. It now seems obvious that if the employees are not placed in camps isolated from communities the results are unsatisfactory. It has not been possible to locate employees in large numbers who can cope with the social pressures of living at home and who can manage to report to work each morning with any reliability. These same employees show interest and have relatively few problems when working from a camp and away from the alcohol related problems of settlement life.

Training Section

The Training Section of the Mackenzie Highway commenced in April, 1973. This project is under the direction of Hire-North. The actual training was done initially by instructors under the direction of the Department of Education. After experiencing numerous problems with two agencies, it was eventually decided that Hire-North should take complete charge of the training as well.

General Comments and Recommendations

There is a need for Hire-North to be developed as a model for contractors as employers of northern people.

Hire-North must emphasize its role as the first step (half way house) for northerners into the construction industry.

Hire-North must emphasize training and development of its employees both within Hire-North and with other contractors or agencies.

Hire-North should consider the development of its employees and attempt to place successful employees with contractors rather than aim to develop a static dependable Hire-North staff.

Hire-North should continue to experiment with unique, innovative employment models which are relevant to the needs of the northern employee.

The selection of interested trainees for the training selection was initially unsuccessful, but has subsequently proven less difficult. There is, however, an immediate and critical need for a major promotion program to spark the interest of northerners in the real possibilities and guaranteed opportunities which can result from training for highway and pipeline related activities.

Training programs, especially heavy equipment training, have suffered from the problems associated with previous programs in the Northwest Territories. These included:

- a) No employment at the end of training.
- b) Very little follow up or support to trainee after placement.
- c) In many cases, inadequate training to cope with the responsibilities of the placement.
- d) Insufficient efforts on the part of Placement Officers to encourage contractors to employ and to understand the social concerns of their northern employees.

Because of a prevailing attitude of distrust or nonconfidence in training programs on the part of both northerners and contractors Hire-North must launch a major campaign to spark an interest and then follow through with a program which will prove its potential and allay the suspicions and confidence gap of potential trainees.

Much must be done to locate and guide potential trainees and a complete and extensive effort must be made to identify all interested candidates.

Hire-North could be considered as a project-oriented program to become involved in more and more

projects related to all development in the Northwest Territories and if developed properly could be the means of bringing the positive aspects of development to the people of the Northwest Territories.

3. Labour Pools and Special Community Employment Programs

Reference is made in Chapter III to the Labour Pool Study conducted for the Territorial Government by Gemini North. This study concluded with a recommendation that the Government establish experimental projects designed to assist Settlement Councils in providing direct employment services to their own people.

To date three such projects have been initiated which deserve particular mention at this time. Autonomous Labour Pools are operating in Fort McPherson, Aklavik and Cambridge Bay.

The principle behind the Labour Pool concept is quite simple. Funds in the form of a grant are provided to the Settlement Council which in turn enables a local employment office to be established. Usually this office is part of the Settlement Office and one full time person is hired with additional clerical assistance on a part time basis if required. The Labour Pool Officer then becomes responsible for maintaining an inventory of available workers which he attempts to match against job orders which come in to him from employers or the nearest Canada Manpower Centre. In an advanced stage it is possible for the Labour Pool to actually enter into contracts with employers whereby they agree to provide a number of workers with certain skills to an employer over a specified period. The Labour Pool then looks after administrative requirements of pay cheques, etc., while the employer pays an agreed upon amount for services performed plus a surcharge to cover the administrative expenses of the Pool.

Although none of the Labour Pools has actually reached this stage of sophistication, all are at least responsible for co-ordinating the various special employment programs at the local level including Local Initiative Programs and Federal Labour Intensive Projects.

Canada Manpower through a recently established "Outreach Program" is also now prepared to expand its services into small communities. The format is similar in that contracts with local groups will be established.

The Labour Pool concept of making it possible for local people to come to grips with their own employment problems promises to be the most successful attempt to date to deal with this question.

It is our belief that it will be absolutely necessary to allow for all communities within the impact zone to develop their own employment program. With such a program the nature and extent of resource services provided by the Employment Division to each Labour Pool will be critical to the success of any attempts to provide real opportunities for northerners.

B. HARD REALITIES

A large portion of this overview is devoted to a description and explanation of government social programs. But what of the effects that these activities are producing - what changes are taking place?

From a sociological point of view the valley is in a state of ferment which provides some interesting opportunities to view cross-cultural interaction. It has been noted that through programs such as those offered by the Canadian International Development Agency, Canada has made many worthwhile contributions in the emerging nations overseas. In fact we are perceived by other countries as having considerable expertise in this field. Why then do we experience such problems within our own borders? A question well worth asking; perhaps the elusive answer should be pursued.

It seems that one significant difference is our approach. In overseas development we are the consultants, the enablers, the "outsiders". At home and in the north we are on our own ground. The "enablers" or community developers as found in such agencies as the Development Division of Local Government or the Adult Education Section of the Department of Education are only a very small part of the rather vast force of Euro-Canadians who are making their living in the Northwest Territories. These are traditions which reach far back into the history of the north - white missionaries, white traders, white teachers, etc. There has been a well developed set of expectations or roles. Euro-Canadians were expected to trade, teach or preach - Indians were expected to hunt, trap and fish.

Although Mr. Justice Morrow's recent ruling

on the land caveat question seems to recognize a "prior claim" to the country, Canadians in general have tended to regard the Northwest Territories as theirs. The entrepreneur who came north twenty years ago identifies himself strongly as an integral part of northern development. In fact we have a dilemma. Development is taking place in the north because of small entrepreneurs from the south who decided to take a risk and make their life in the north many years ago. Their initial gamble has paid off by focussing attention on other northern possibilities. Without these pioneers the valley might well have been left to the native people themselves along with a few traders and missionaries. No doubt this also would have meant less aggressive attempts by government to establish health care, housing and education.

Nevertheless native people living along the valley have not been viewed as the sole proprietors of northern potential in the same way we consider those we help in third world nations as really being responsible for their own destiny.

We talk about "native people having to learn to live in the white man's world". Statements such as this more than anything else describe the attitudes of many of those who are here to "help". The reality of northern development, particularly in terms of the Mackenzie Valley, is therefore such that even if native people are to be included as equal partners, attitude change will be required on the part of some of the helpers.

It is the feeling of this overview that as abstract or ambiguous as this question might appear the concept of "equal partnership" must be fully explored.

VIII CONCLUSIONS

VIII CONCLUSIONS

A. THE ISSUES

The overview report covers a great deal of ground - perhaps too much and in insufficient detail. Nevertheless there are a number of conclusions which may be drawn at this point together with specific recommendations. In the process of completing the report certain issues emerged even though our terms of reference did not permit thorough analysis of them.

1. The Land Claims Issue

A crucial issue at this stage of northern development is the resolution of the land claims issue. This is a policy issue and will not be decided by bureaucrats. A satisfactory resolution of this issue is, however, critical and as indicated in Chapter VII could well form the basis from which an "equal partnership" could be established for further development of the Mackenzie Valley.

2. Information

At the moment, the people of the Mackenzie Valley, both native and non-native, are bombarded with information and various speculations as to what might or might not be happening in the future to them and to the valley.

There is a constant barrage of visitors passing through every community - some are dispensing information, some are collecting data, others are just looking - the endless process of "familiarization". All of this activity leaves the inhabitants confused and somewhat numb. At the same time there is really no avenue open to them to participate in planning their own future. This situation must be brought to an abrupt end as soon as possible. It should fall to the Government of the N.W.T. to take the lead in seeking co-operation from all those involved to ensure that the best and most comprehensive picture of what is actually happening or likely to happen is presented to the people. This is common sense - it will mean co-operation between all three levels of government, the native organizations, and industry. Surely there is also the question of expenditure of government funds. Are all these current visitors to

communities really necessary?

3. Data Collection

Under the information issue the question of communities being bombarded with outside researchers and specialists was identified. Related to this very closely is the issue of data collection. In the days and months ahead it will be more and more incumbent on government to gather vital data on what is actually happening or might happen in all communities. Specifically there will be a need for information on groups of people and even particular individuals.

Unless steps are taken now there will be duplication of efforts in this important area resulting in local people becoming more resistant to research efforts. Co-operation with local communities must be sought and co-ordination provided by the Territorial Government.

As part of this issue are several sub-concerns involving confidentiality, interpretation and use of data, collection and processing.

4. Government Planning and Program Operations

Closely aligned to the above issue is a related concern - planning and program operations. The present stage of development of the N.W.T. results in political representatives of the people not really being directly responsible for government program policy and planning. The lack of direct input from the people affected by government programs is a major issue at this time. It means that at a very critical stage - when so much is happening and very little is understood, even further frustration is possible. In terms of the numbers of people we have in the communities under discussion, together with the available government machinery, there must surely be a way to involve people in a more direct way.

One of the significant findings from the Community Survey reported in Chapter VI is that there is more consistency along ethnic lines than between communities. Therefore it is impossible to generalize on the wishes of people in the Mackenzie even though the communities they live in and conditions in general might appear to be similar. Each community must be

be treated as a separate entity.

5. Co-ordination of Government Programs

This problem is always identified, but solutions are rarely offered. The issue is greater than simple poor co-ordination. There is also often a breakdown in communication between those doing the planning and policy formulating and those responsible for carrying it out. In all program departments there are field personnel who are competent officers in their own right but who feel detached and cut-off from headquarters. Part of this may simply be poor communication, but there are also some fundamental difficulties which result from organizational structure which should be carefully analyzed. The Regional Office structure leaves some field staff confused as to loyalty. But there is also the question of inter-departmental rivalry. Rather than co-ordinating their efforts some departments appear to be in some sort of competition with each other.

6. Alcohol Abuse

The abuse and misuse of alcohol is without doubt one of the most serious problems for many people and communities in the north.

A further indication as to the problem just outlined above in number 5 is the fact that the authors of this report were never informed of the Wacko Study which was underway at the same time. Some of the concerns of this report are being pursued - but it seems that one fundamental exercise has not taken place. The people most affected have not really been consulted nor are they involved in working out the solutions. Until this happens there really are no solutions.

7. Employment

One of the major issues related to development of the valley is employment. Will the northern people benefit directly through jobs? The answer is most assuredly yes - regardless of what government does. However, will people truly benefit in the long term? Past and current experience indicates that the relatively inexperienced and under-educated northerners have been taken on to construction projects, seismic camps, oil

rigs, mines and government projects in unskilled positions. There has been considerable conditioning as to what a worker should expect and also what the employer should expect. A project such as Hire-North stands in sharp contrast to the experience of native people in the private sector and even elsewhere in Government. The reason for Hire-North's success is simple. It is what northern development should be all about. It is a project specifically designed for native northerners. There is an unskilled component, but very definitely a training element as well. Training in terms of skills and also in terms of simple work experience, training in success. This approach helps develop and preserve dignity.

Some elements of development should be specifically tailored to fit the needs of people. Some of this tailoring will involve changing attitudes and reversing former prejudices on the part of both employers and employees.

8. Counselling and Training

Closely linked to employment is another critical issue - training. And closely linked to training is the counselling and selection of trainees.

Even though school plants have been built in every community and specialized training courses have been established in institutional settings at Fort Smith, there is one major problem still to be overcome. Simply stated it is lack of exposure. For some reason it has been assumed that if the symbols of our southern educational system were established in northern communities that this would be sufficient. There has been general failure to realize that most of a person's education goes on outside of school walls. But this "education for life" will only be as good as the availability of opportunities for exposure.¹

Consequently, young adults are asked to make career decisions having never seen or felt many of the things taken for granted in Southern Canada.

In this context traditional guidance and

¹ Smith, D.G., Occupational Preferences of Northern Students.

counselling programs are inadequate. Too little effort is now being made in this important area. Northerners who leave school before grade eight never see a guidance counsellor. In most cases in Junior and Senior High School guidance counsellors are also expected to play other roles. There is no special training available to northern guidance counsellors to help acquaint them with the special needs and problems of their student/clients.

At the same time the counselling services available to those who have already left school is limited or non-existent. Canada Manpower Counsellors (where they exist) are not really equipped to offer the full range of services, nor are Territorial Government staff who have similar functions. Very little has been done in the area of establishing a series of comprehensive tests.

There seems to be a lack of a dynamic search for some alternative techniques for acquainting people with the employment/training options open to them in a context which is real and understandable.

For example, rather than spend money on expensive courses at Fort Smith which is the main avenue open to northerners to find out whether they might like a particular vocation - why not expand on some work experience programs at the junior and senior high school level? Why not spend some of this money on southern exposure courses?

Or, even closer to home, why not take an aggressive step in bringing the community into the school. Key people could talk about their jobs and how they vary from similar occupations elsewhere. Most high schools have career days, but this is token compared to what is really required.

9. Housing

A major issue in Mackenzie Valley development is housing. Hopefully the newly established Housing Corporation will provide the necessary means to solve this problem. As indicated quite clearly in this report, the valley is facing a massive influx of workers from the south or from elsewhere in the north and there must be adequate preparation. Clear cut policies must be established in order to determine the Government's response to industry and also required initiatives.

Should housing be standardized? Should housing be subsidized in any way or should people be expected to pay the economic rate? Will this lead to further polarization between native and non-native groups? An inventory of existing housing together with an identification of future anticipated needs is required now.

10. Relocation

To date the Government has not come to grips with the question of relocation. It is assumed that permanent jobs in particular will be made available to northern residents first, regardless of location. The implications of massive relocation have not really been examined. The last study in this area was conducted in 1967-68² and involved examination only of Eskimo people.

We cannot conclude from our own study whether relocation should be promoted or not. Further investigation is very much needed. There is some indication from our Community Attitude Survey that many people would be willing to leave their home communities if it meant full time employment.

Further, the Mental Health Study³ suggests that many people would be anxious to move merely because they are dissatisfied with where they are now living.

There are related questions. Should native people from the northern parts of the provinces be encouraged to relocate? Should they be encouraged before people are brought from the Arctic Coast or the Eastern Arctic?

If relocation is deemed to be a wise step, what of the question of support services such as counselling? Will these services be provided in sufficient strength to ensure success of the program or will too much be demanded in too short a time?

² Stevenson, D.S. Eskimo Relocation - D.I.A.N.D., Ottawa, 1967.

³ Mackinnon, A.A. and Newfeld, A.H. - Project Mental Health, 1973. N.W.T. Mental Health Association.

11. Social Services

A further issue is the level and nature of social services which will be required in all communities as a direct consequence of development. At present available resources in this field are insufficient to provide anything but corrective measures. Little is being accomplished in the area of preventative services or is indeed possible with present levels of staff.

Also at this point in time the requirements for both preventative and corrective social services are minimal in comparison to what might be expected in the near future. Juvenile crime will most certainly become a major problem. Alcohol and drug abuse, family breakdown, child neglect and abuse will also present requirements for special social services beyond what is now available.

At the same time there is a requirement for more direct involvement and consultation with communities in terms of examining many of these problems and proposing preventative strategies and solutions.

As previously mentioned, the solution to alcohol abuse will only be found through direct involvement with the people who have the problem or are affected by it. This same rule applies to most other areas of social program planning.

12. Development of Support and Service Industry

A direct consequence of any major development in the valley will be the economic opportunities available for support and service industries.

If past experience is repeated, most of this opportunity will be seized upon by non-native entrepreneurs - many of whom have recently come from the south or will be attracted to come north in the spirit of free enterprise.

To combat this trend it will be necessary to develop a dynamic and aggressive program of encouraging northern native people to establish small business, perhaps in partnerships with non-native entrepreneurs. Once this has been accomplished, continued support and guidance should be provided on a long term basis.

A basic issue here is whether government

agencies should provide assistance to local people so that they can compete directly with established entrepreneurs in the private sector. In the view of the authors of this report the answer is yes.

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MACKENZIE VALLEY DEVELOPMENT:
SOME IMPLICATIONS
FOR PLANNERS

APPENDICES

APPENDIX I

SUMMARY OF GOVERNMENT ACTIVITIES IN
THE MACKENZIE CORRIDOR

IDENTIFICATION OF GOVERNMENT DEPARTMENTS
AND AGENCIES OPERATING IN THE IMPACT ZONE

SUMMARY OF GOVERNMENT ACTIVITIES IN THE MACKENZIE
CORRIDOR

A. IDENTIFICATION OF GOVERNMENT DEPARTMENTS AND AGENCIES
OPERATING IN THE IMPACT ZONE

1. Outline of Federal Government Services in the Corridor

(a) Department of Indian Affairs and Northern Development

(i) National and Historic Parks Branch.

The National Parks Service is responsible for the operation of the National Parks. This entails the provision of visitor services, the protection of natural resources, the examination and evaluation of potential National Parks, and recommendations and planning for the establishment of new parks.

The National Historic Sites Service is responsible for the identification of persons, places and events in the Northwest Territories which have national historic significance.

(ii) Northern Economic Development Branch

This branch is responsible for the effective environmental management of oil, gas and mineral exploration, as well as water, land and forest use and protection. They generally help to research and identify means of expanding the economy of the Northwest Territories; to develop a broad plan of economic progress; and to recommend and even manage specific projects and policies for achieving this objective.

Within this branch, special advice on the northern economy, and studies and research on matters relating to the economic development of the north are undertaken by the Economic Staff Group. The Northern Science Research Group in turn is primarily responsible for researching the human problems of northern development, collecting and disseminating scientific information and operating the Inuvik Research Laboratory.

(iii) Territorial Affairs Branch

Within this branch, the Territorial Division

is responsible for the negotiation and administration of Federal-Territorial Financial Agreements; the review of fiscal and legislative policies and development plans of the Northwest Territories; the advising of the Deputy Minister on administrative matters; the co-ordination of the Department of Indian Affairs and Northern Development and the Northwest Territories Government on all Federal matters not related to natural resources; the advising of the Commissioner of the Northwest Territories on matters of governmental administration; the co-ordination of transfer of provincial-type services under Federal Government jurisdiction; and the co-ordination of relations between the Territorial Government and other departments of the Federal Government on matters under Territorial responsibility.

The Northern Services Division administers special programs for Eskimos and other northern residents on behalf of the Northwest Territories' Government, and oversees other residual Federal responsibilities. It includes the Eskimo Services Section, Education Section, the Employment Liaison Section and the Indigenous Claims Section.

(b) Ministry of Transport

(i) Arctic Transportation Agency

This agency's prime responsibility is the development of all programs, policies and transportation regulations related to Ministry-supported transportation in the Northwest Territories. Another responsibility is to maintain liaisons created with the Department of Indian Affairs and Northern Development, the Government of the Northwest Territories, and all other bodies interested in northern transportation.

(ii) Canadian Surface Transportation Administration

This branch is responsible for studying the economic feasibility of constructing a northern railway network.

(iii) Canadian Air Transportation Administration

The Airports and Construction Services Branch operates and maintains airports owned by the Ministry of Transport. It also provides comprehensive engineering services and air facilities.

The Air Traffic Control Division is responsible for ensuring a safe and efficient system of air traffic within Canadian controlled airspace, as well as improving the system to meet the needs of its users.

(iv) Civil Aviation Branch

The Flights Standards and Regulations Division plans the use of visual and non-visual aids to air navigation, reviews operational plans for air services projects and assists in the planning and co-ordinating of air services needs in the north.

(v) Telecommunications and Electronics Branch

This branch provides radio aids to air and marine navigation, radio facilities for various scientific organizations and meteorological observations, and other telecommunication facilities as necessary.

(vi) Canadian Marine Transportation Administration

The Operations Branch carries out and co-ordinates the delivery of cargo and passengers for the Canadian Government, U.S.A.F., and commercial concerns, provides ice and routing information and ice-breaker support for vessels navigating the Arctic waters. It carries out requested environmental research and surveys; installs, operates and maintains marine aids to navigation; and assists with search and rescue operations.

The Hay River Marine Agency staff is responsible for the construction, operation and maintenance of aids to navigation, the operation of five coast guard ships, the maintenance and administration of government wharves and public harbours, the salvage of wrecks, pollution control and the Navigable Waters Protection Act.

(c) Department of National Health and Welfare

This department's responsibility is to achieve a standard of health in the north comparable to that of other Canadians; to advise the Territorial Commissioner on health matters; and to foster participation by northern residents in health care so as to facilitate an eventual transfer of responsibilities to Territorial authorities. The programs operated are Northern Health Service (Public Health, Civil Service Health, and Civil Aviation Health), Dental Therapist Education, Dental Health, Mental Health, Chronic

Disease Control, Quarantine Medicine, and Health Surveys.

(d) Department of Environment

This Department has the responsibility of the protection, preservation and enhancement of the natural environment of Canada.

(i) Atmospheric Environment Service (A.E.S.)

This division provides meteorological services and facilities, improves the knowledge of weather processes and climate in Northern Canada, carries out ice reconnaissance, provides ice forecasts and ice advisory service on the northern navigable waters, provides weather forecasts and weather advisory service, and maintains a network of weather observing stations so as to gather essential weather data on a daily and hourly basis.

(ii) Fisheries Service

The Resource Development Branch is responsible for improving the management of sport and commercial fisheries, co-ordinating Federal-Provincial programs and developing a thorough knowledge of the water resources of the north so that the impact of future industrial development can be assessed and evaluated accurately.

Within this branch is the Freshwater Institute whose function is to investigate the fresh waters of the Northwest Territories emphasizing fisheries and aquatic environment.

The Conservation and Protection Branch is responsible for conserving and protecting fishery resources as well as the total environment, for managing the commercial sport and Indian food fisheries, and for promoting education and maintaining communication with industry, the general public, and other government departments regarding the responsibilities and aims of the Department.

The Inspection Branch, in turn, monitors and standardizes plants to ensure compliance with regulations. It provides technical assistance in the handling, processing, transportation, storage, and distribution of fish; analyses domestic and imported products, carries out plant sanitary surveys; and inspects freshwater species to ensure market acceptance.

The Fisheries Research Board investigates the marine environment of Canada's north, biologically assessing the distribution, abundance and ecology of marine mammals and fisheries.

(iii) Lands, Forests and Wildlife Service

The Lands Directorate assists in improving the quality, management, and use of land, establishes a national inventory and data bank of land capability and use, and participates in Federal-Provincial planning for land use.

The Canadian Forestry Service is responsible for conducting forest insect and disease surveys; for preparing forest inventories and maps; for advising the Department of Indian Affairs and Northern Development; for conducting ecological research in the north; and for compiling national statistics on forest stocking, growth depletion, and annual fire losses.

The Canadian Wildlife Service conducts surveys, inventories of wildlife resources, and research on wildlife species and their habitat. It collects samples and analyses animal populations; recommends management procedures for species of economic importance; researches and oversees migratory birds under the Migratory Birds Convention Act; and co-ordinates Federal, Provincial and Territorial action on common wildlife problems such as caribou research and wildlife disease and pollution.

(iv) Water Management Service

Within the Inland Waters Branch, the Hydrologic Sciences Division is responsible for establishing a Federal research centre to provide leadership in the study of glaciology, snow hydrology, and surface waters; for developing new concepts on hydrologic processes in the north; for studying the structure and properties of snow, ice and their environmental relationships; for developing computerized data storage systems pertaining to glaciers for governmental, educational and industrial use; for co-ordinating a national water inventory and for developing new methods of evaluating Canada's inland water resources.

The Water Quality Division must obtain baseline water quality data for industrial, municipal and private use, set water quality standards, and study trends with a view to designing models for forecasting

water quality. Special projects are also carried out to assess pollution in the Mackenzie River.

The Water Survey of Canada Division is responsible for the collection, computation, and publication of surface water data, including sediment data. This includes quality analysis of water, operation of observation wells for groundwater studies, and the maintenance of water level recording stations.

The Water Planning and Operations Branch co-operates in the development of programs to manage northern inland and coastal water, and improves the quality of the northern environment in accordance with the Canada Water Act.

The Marine Sciences Branch carries out hydrographic and oceanographic studies in Arctic waters. They also produce and distribute studies on Arctic waters, various charts, sailing directions, and tide tables. Physical and chemical studies of the Arctic marine environment are conducted for the purpose of determining circulation, wave regimes, tidal characteristics, and properties and distribution of ice.

(v) Environmental Protection Service

The Air Pollution Control Directorate exercises responsibility under the Clean Air Act for public safety regarding air pollutants which might be a hazard to health.

The Ecological Protection Branch co-ordinates and studies separate mission assessments of the ecological impact of industrial resource exploitation, both governmental and private.

The Federal Activities Branch exercises primary responsibility for the control and abatement of pollution resulting from the operation of Federal facilities. They also provide advisory services on environmental engineering.

The Water Pollution Control Directorate carries out water quality management projects under the Canada Water Act as well as water pollution abatement programs.

(vi) The Policy, Planning and Research Service.

This service develops, evaluates and co-ordinates strategies, policies, and programs for improving Canada's environment.

(e) Department of National Defence

(i) Canadian Armed Forces

This branch is responsible for all aspects of maritime, land and air defences. They operate rescue co-ordination centres, provide aircraft search and rescue services, and assist in times of civil emergencies.

(ii) Defence Research Board

This branch brings scientific knowledge and experiences associated with military operations at high latitudes to the Canadian Armed Forces. They also sponsor research aimed at acquiring such knowledge.

(f) Department of Energy, Mines and Resources

(i) Earth Physics Branch

The Seismology Division, by means of a network of observatories, studies both deep and shallow permafrost and the active layer in the north.

The Gravity Investigations Division is responsible for completing the regional gravity survey in the Canadian north. They also maintain gravity standards in the north by establishing a first-order gravity network to reference and control points.

The Division of Geomagnetism measures and charts the magnetic fields of the earth, operates a network of observatories, and researches the structures of the upper atmosphere and solid earth.

(ii) Geological Survey of Canada

The responsibilities of this division include the surveying, description, and interpretation of Canadian geology and mineral deposits of economic interest. Teams of experts conduct research and development and provide geoscientific advice to Federal agencies.

(iii) The Mineral Resource Branch

This branch is responsible for resource economic research, program development, and policy formulation in the field of non-renewable resources in a regional, national and international context. Through effective mineral resource management they try to achieve maximum

economic and social benefits for Canada.

(iv) Mines Branch

This branch provides technical assistance and consultant advice for the development of mining, petroleum, and natural gas resources in the north.

(v) Polar Continental Shelf Project

This project carries out a long-term study of the Continental Shelf lying north of the mainland of Canada and north and west of the Canadian Arctic Archipelago, including the sea floor, the earth's crust, and waters above it.

(vi) Resource Management and Conservation Branch

This branch manages the mineral deposits beneath Hudson Bay and Hudson Strait, and in fact exercises comprehensive statutory authority and full regulatory control over the development of mineral resources in this area.

(vii) Surveys and Mapping Branch

This branch is responsible for geodetic surveys, topographical surveys, and publication of the National Topographical Series of maps as well as small-scale and general purpose maps.

(viii) Task Force on Northern Oil Development

The Task Force advises the Federal Government on matters relating to northern oil development, possible transportation routes, and the potential effects of pipeline construction and operation in the north.

(g) National Research Council of Canada

Their responsibility is to investigate various phases of pure and applied sciences in northern Canada. The divisions which have an interest in the north are the following: the division of physics, conducting studies of space radiation; the division of building research, conducting studies of permafrost, ice, snow and the incumbent problems of construction; the division of radio and electrical engineering, measuring upper atmospheric phenomena; and the space radiation division.

(h) Royal Canadian Mounted Police

Their basic responsibility is the preservation of peace, the prevention and detection of crime, and maintenance of law and order. This is of prime importance as the R.C.M.P. is the only law enforcement agency in the north.

(i) Department of Communications

This Department was established for the purpose of developing an improved system of communications for the north. The Department attempts to promote social unity in Canada and eliminate regional disparities by extending telecommunications systems throughout the north. Northern communications are established through telephone, radio and television services.

(j) Post Office Department

Their responsibility is to provide adequate mail service to and from post offices in the Northwest Territories at an equitable cost.

(k) Department of Public Works

This Department provides architectural, engineering and construction services; assistance in planning; site investigations; studies on economic feasibility; construction and maintenance of buildings, public utilities, highways and harbours. In the north, they have continuing responsibility for the development and maintenance of navigable waters and the northwest highway system and the general upkeep of a number of Federal buildings.

(l) Department of Manpower and Immigration

The primary goal of this Department is to contribute to the attainment of Canada's economic and social goals by optimizing the use and quality of manpower resources. Goals include full employment, reasonable price stability, a viable balance of payments, a high rate of economic growth and an equitable distribution of rising incomes.

The Department aims to attain the effective and rapid matching of jobs with the development of workers to their maximum potential. Programs run by Manpower and Immigration include: Employment Service, Summer Student

Employment Program and Creative Job Search Technique Program. The Department attempts to maximize a worker's productivity and income level while still meeting the economy's manpower requirements, thus reducing unemployment. Training programs, both school-based and industry-based, are provided.

(m) Canadian Broadcasting Corporation

C.B.C.'s responsibility is to provide a broadcasting system to meet the special needs of the people living in the north - Indians, Eskimos, Métis and Whites, to give them a sense of identity with the rest of Canada, and to inform the Canadian public about the north. This is accomplished by means of short-wave radio and television which is made available to many communities through the communications satellite, ANIK.

(n) Information-Education Program.

In the spring of 1972, an Information-Education Program for the Mackenzie Valley was organized. The program was designed to keep the settlements informed about pipeline developments. It was established under the Environmental-Social Program, Northern Pipelines, and operations are directed by the Department of Indian Affairs and Northern Development. The program has a Supervisory Committee with representatives from the Indian Brotherhood, C.O.P.E., the Metis Association, the Government of the N.W.T. and the Department of Indian Affairs and Northern Development.

The Information-Education Program was originally established to provide information limited to pipeline matters, but in the spring of 1973, this function was broadened to include matters pertaining to the Mackenzie Highway. It should be emphasized that the Information-Education Program was not set up for consultation purposes, but with the primary objective of providing information to the people in the settlements.

Under the program each settlement in the Mackenzie Valley selected a "discussion leader" who is paid to relay information to the people of the settlement. Discussion leaders receive their information through the Program Manager and through various workshops that are arranged with agencies interested or involved in Mackenzie Valley developments.

2. Outline of the Territorial Government Services

The aim of the Government of the Northwest Territories is to further the economic, social, and political development of this area. This is accomplished by the following means: the promotion of local government to a level which is compatible with the needs and aspirations of the residents; the availability and promotion of provincial-type services such as education, public health and social development; the development of an expanding economic base, with maximum benefits for northern residents from employment opportunities; promotion and assistance in developing leisure and recreational opportunities; and the provision of suitable communication and service facilities.

Achievement of these aims is furthered by the division of the Territorial Government into four Program Departments and five Service Departments which function under the overall planning direction of the Executive. In turn, the Executive is aided by the Department of the Executive Secretariat and the Department of Information. The Department of the Executive Secretariat provides the administrative, advisory, planning and staff support to the Executive of the Territorial Government. The primary responsibility of the Department of Information is to inform the public of the operations and the affairs of the Northwest Territories, and to fulfill the public relations and printing needs of the Government.

B. PROGRAM DEPARTMENTS

1. Department of Education

This department strives to enable every person in the N.W.T. to develop maximally his aptitudes, skills, competencies, and in fact his total being.

(a) Administration

This division provides the planning, guidance, implementation, and control of the departmental programs and generally ensures that the residents of the N.W.T. receive the best possible education. To attain these aims a number of programs have been set up for which the administration gives guidance and direction.

(b) Academic Programs and Curriculum

This division provides a total educational program for the students for grades K-12. This program

includes academic courses as well as occupational training and the education of handicapped or retarded children.

In the development of school programs, the K-6 curriculum was evaluated and revised, and a handbook was published prior to the 1972 school year.¹ The next step in the curriculum development entailed the research and formulation of a comprehensive Junior High School curriculum.² This will now be followed by a High School curriculum guide. Hopefully these handbooks will result in a course of study based on the interests and abilities of northern students. Perhaps the most significant part of the work of the Curriculum Division has been the cultural inclusion program, in which people from a variety of cultural backgrounds are involved in the preparation of learning materials for use in the schools.

Educational programs are also supported by the Educational Resource Center. The center in Yellowknife and its regional depots provide a resource library of written and audio-visual materials for the education system.

Most settlements in the N.W.T. provide education for pupils in grades 1-8, with grades 9-12 centralized in Hay River and Inuvik in the Mackenzie corridor, as well as other high schools in Yellowknife, Frobisher Bay and Fort Smith. Thus, as a supplementary service to allow for further education, residential facilities are provided for students who do not have appropriate schooling available in their home communities.

(c) Teaching Personnel and In-Service Training

This division strives to recruit and to provide the best qualified teaching staff from across Canada for the Territorial elementary and secondary schools.

¹Elementary Education in the N.W.T. - Gov't. of the N.W.T.- Department of Education.

²Learning in the Middle Years - Gov't of the N.W.T. - Department of Education.

Teachers are recruited with consideration for the needs of the individuals and the community.

They also provide the schools, primarily those of Indian and Eskimo enrollment, with classroom assistants who work together with the teacher in educating students. With an increasing emphasis being placed on teaching the native language of the community in the primary grades, the classroom assistant, under the direction of a qualified teacher, will assume a more important role as instructor of the native language and as a bridge between the native culture and the educational system. Special training courses are conducted primarily for indigenous persons employed in this position.

In-services training of the teaching staff is provided by means of workshops, conferences, teacher orientation and conventions, in order to keep the teachers informed on new educational materials and techniques.

(d) School Services

This division must plan and provide adequate physical facilities to meet the needs of the pupil enrollment as well as the specific requirements of the educational curriculum. They also make school facilities available to various community organizations. Specific programs operated are Building Construction and Furnishing, Custodial Services, Food Services and Bus Services.

(e) Continuing and Special Education

This division provides for all the educational and training activities of adult people in the N.W.T., including post-secondary education. There are 49 active programs which provide opportunities for training in literacy, home management, community development and leadership, living in a changing environment and occupational skills required to participate in a wage earning economy. Opportunities for northerners to learn special skills are available through apprenticeship and training-on-the-job-programs. Other courses, including trapping, guiding and forestry, provide assistance to those who wish to live off the land.

The emphasis in this division has been to establish adult education programs within the settlements of the N.W.T., so that more Adult Educators will be available at the community level.

In the Post-Secondary Education Program, financial assistance is made available to all students whose parents are residents of the N.W.T. and who gain acceptance to a recognized university or technical institute.

Programs are also administered for the Vocational Rehabilitation of Disabled Persons and the Education of the Handicapped. These programs offer the needed special education to physically or mentally handicapped children (or adults) who are unable to attend the regular school program within their settlement.

2. Department of Social Development

This Department's primary responsibility is to develop and implement programs to prevent and/or alleviate the consequences of social problems affecting the welfare of individuals, families and communities in the Northwest Territories.

(a) The Department's directorate (headquarters) is responsible for developing program policies and procedures, providing overall program direction, evaluating adequacy of services, modification of existing programs and development of new proposals to meet changing needs.

The implementation of all departmental services at the community level, i.e., corrections services (probation, parole, after-care, services to the courts), child welfare (child protection, ward and non-ward care, services to unmarried mothers, adoptions and family counselling), blind and disabled persons allowances, medical social services related to alcohol problems, is the responsibility of departmental staff at the regional and area/settlement levels.

(b) Corrections Services

This program provides for the custody, care and treatment that adult offenders require in order to prepare them for their return to the community as responsible citizens. The Yellowknife Correctional Centre is the minimum-medium security institution in this program and it provides a variety of educational-vocational-social-work release opportunities for offenders. Regional correctional centres are being developed for the Baffin region and for the area south of Great Slave Lake to care for those who only require minimal security.

The community based components of the program (i.e. probation, parole, after-care, services to the courts) are administered by the regional and area staff of the Department.

(c) Social Assistance

Under this program persons who are determined to be in financial need receive financial and other benefits necessary to maintain the applicant and his family in good health and decency, as long as financial need exists. Applicants are expected to explore every avenue of self-support (including hunting, trapping and fishing) that is appropriate to their capabilities, or to take advantage of appropriate training opportunities.

(d) Categorical Allowances

This program provides monthly allowances to persons over eighteen who are blind or physically disabled and whose annual income inclusive of the allowance is within prescribed limits. As of April 1, 1973 no new applications are being taken for these allowances and present recipients will be integrated into the social assistance program when that action is to their financial advantage.

(e) Child Welfare Services

This program's main objective is to encourage a high standard of child care in the Northwest Territories. This is achieved through counselling services offered by this department's staff at the regional/area/settlement levels to parents who are experiencing difficulty in raising their children and to women pregnant out-of-wedlock. The program provides alternate care to children who require it: e.g. receiving home, foster home, group home or specialized institutional care. Every effort is made to place in adoption homes children who are in the permanent care and custody of the Superintendent of Child Welfare. This program also encompasses services to children who have been brought before the juvenile courts.

(f) Medical Social Services and Special Care

This program tries to ensure that there is appropriate communication between persons "out" for medical treatment and their families back home, as a means of facilitating the patient's recovery and also his re-entry into community life. It also provides

repatriation and in-transit services for indigent Eskimos and others following the completion of medical treatment. It also provides special care, treatment and rehabilitative services to the aged and to the adult infirm and handicapped including uneducable mental retardates.

(g) Alcohol Education Program

The main focus has been to create a better informed public on the matter of alcohol use and abuse and in the need for treatment and rehabilitation services for the problem drinker.

The Community Alcohol Problem Grants Program, which was initiated in 1972-73, enables the department to respond to groups of concerned citizens who put forward proposals for developing community services to help people with drinking problems or to reduce drunkenness. This local initiative type program has stimulated many worthwhile projects. To help alleviate drinking problems, the program has devised educational aids which can help to explain alcohol misuse and treatment of alcoholism to native persons who have limited facility in English.

The program will be undergoing some significant changes in the ensuing months as a result of Territorial Council's acceptance at the 50th Session of the recommendations in the Wacko Report "Observations and Recommendations Respecting Alcohol and Drugs in the Northwest Territories".

(h) Health Services

The main objective of this program is to promote, improve and preserve the health of residents whose care is not the responsibility of the Government of Canada. Public health services costs, including the cost of operating Nursing Stations, are shared with the Government of Canada.

The N.W.T. Health Care Plan, which provides non-premium medicare and hospital insurance to all residents of the N.W.T. is the primary activity in this program. This plan is administered by the Territorial Government.

The Territorial Government is involved in providing travel assistance for necessary medical care and in purchasing non-insured services for indigents. Local residents have been hired as social service aides in many of the Mackenzie communities. In addition, in some communities local people are hired as clerical workers and as staff in institutions such as the Aklavik Old Folks

Home, Inuvik and Hay River Receiving Homes. In 1974, it is proposed to open a regional Correctional Centre near Hay River and plans are to staff it mainly with native staff.

3. Department of Local Government

This Department assumes the responsibility of assisting the residents of the N.W.T. in the development of political, economic and social awareness and expertise at the local level. They also serve to increase the employment of northern residents concomitant with increased resource development. The Department of Local Government is the only Department with a direct representative in every community in the N.W.T.

(a) Development Division

This division assists in the progressive transfer of municipal government responsibilities to settlement and hamlet councils, providing of course that they are willing to accept these responsibilities. The major prerequisite for planned future development is the need for strong local councils who will effectively manage community affairs. To increase the competence of the council's administrative structure, there has been an expansion in training programs for settlement secretaries, settlement managers and local government officers. In the future, this division will take on an increased community development role.

(b) Municipal Affairs Division

This division administers grants and loans to tax-based municipalities so as to assist them in lowering the general burden of taxation, and to enable them to provide adequate services and accommodations for the ever-growing number of residents.

To ensure that equitable property assessment is achieved throughout the N.W.T., this division provides each municipality with an accurate assessment roll of all properties within the municipal boundaries. This roll serves as a basis for the evaluation of local taxes. They also investigate the feasibility of assessing property in the N.W.T. for taxation.

The division provides regular inspections of municipal accounting records and administrative procedures to safeguard public funds and to ensure that local councils are observing the Municipal Ordinance. This analysis of

municipal financial statements is a key factor in providing guidance and advice to the municipality administration.

This division recently took on the responsibility of administering programs for settlement maintenance services in non-tax based communities as well. This is done through a system of grants.

(c) Town Planning and Lands

This division is responsible for the development of a land disposal system which is consistent with public interests and needs. They protect the environment by ensuring proper use of the surface resources, and make all final decisions on applications for land within or adjacent to settlements.

This division is also responsible for urban and regional planning, to evaluate and prepare communities for development. Programs of research and projects related to community development are carried out by consultants and staff.

(d) Employment.

The goal of this division is to increase the level of employment of northern residents with the main emphasis being placed on disadvantaged groups and with the ultimate aim being full employment. Increases in employment are accompanied by training programs and training-on-the-job. They must ensure the provision of adequate planning for relevant training programs which will meet the needs of the northern employer and employee.

This division provides a liaison between northern residents and industry operating within the N.W.T. They also ensure that effective Territory-wide selection and placement procedures are established at the community level.

The division develops and administers special programs to increase awareness of the desirability of hiring northern residents and to ensure that employment opportunities are made available to northern residents. They also provide the ways and means to deal with employment difficulties at the local community level. Labour Pools within the communities are being tested to see if they are an effective way of enabling northerners to fill manpower needs for northern projects. The Employment Division provides secretarial support to the Inter-Departmental Committee on Employment of northern residents chaired by the Assistant Commissioner.

(e) Recreation Division

This division assists communities in the development of their recreation programs and facilities. The provision of financial grants such as Per Capita Grants and Community Centre Grants assists communities in the construction of both indoor and outdoor facilities. The division also provides financial assistance for the development of activities, as well as programming consultation with guidance at the community level.

(f) Emergency Measures

This division is responsible for formulating, co-ordination, and implementing emergency procedures for use in the settlement by both the people and the Government of the N.W.T. This includes formulation of emergency plans for implementation in times of major aircraft crashes, spring floods, forest fires, oil spills, etc.

(g) Public Library Services

This division is responsible for supplying libraries by circulating books, films, slides and video-tape recording equipment to meet the informational, educational and recreational needs of N.W.T. residents.

4. Pipeline and Highway Project Group

The Project Group was recently transferred from Local Government to the Executive Secretariat. This group aims to maximize the desirable effects, minimize undesirable effects, and to fully exploit opportunities for the N.W.T. with regard to pipeline and highway developments in the Mackenzie Valley. The Project Group supports the Territorial Highway and Pipeline Committee chaired by the Deputy Commissioner.

5. Housing

Housing was recently transferred from the Department of Local Government to the N.W.T. Housing Corporation. Northern Territorial Rental Housing is responsible for providing adequate housing for residents of the N.W.T. at rental rates they can afford, with emphasis on eventual ownership. This division also provides Home Ownership Grants covering the costs of materials and labour to individuals for the construction of homes in locations where rental houses are not available. The further establishment of public housing and senior citizen's accommodations is the responsibility of

this division. This includes the provision of adequate housing for families, single persons, and senior citizens with limited income who cannot obtain housing through the existing market systems.

6. Department of Economic Development

This Department is responsible for developing a healthy and expanding service and support industry base for the Territorial economy. They attempt to develop an adequate employment base for northern residents and assist indigenous people to participate in and benefit equally from the increasing scale of economic activity in the N.W.T.

(a) Administration

This division is responsible for providing the direction, planning, and support services for the achievement of divisional objectives.

(b) Tourism Division

This division is responsible for the expansion and control of tourism plans and services, the development and regulation of public tourist facilities, and the encouragement of indigenous community involvement in tourism. They also promote visitor travel to and within the N.W.T. through advertising, publicity, and other promotional activities. Tourism is of great economic importance as it provides a potential opportunity for the native peoples to acquire increased economic benefits.

(c) Industry and Commerce

Within the Commercial Development Section, this division provides promotion of and assistance in the establishment of viable industries which will be beneficial to northern residents.

The Arts and Crafts Section is responsible for co-ordination of, assistance in, and preparation for the transfer of Arts and Crafts projects to indigenous owners.

The Fisheries Development Section is responsible for establishing a sound fishing industry, both sport and commercial for the economic benefit of northern residents. They also recommend the most efficient

utilization of the resource.

The Co-operative and Credit Union Development Section assists communities and groups in establishing Co-operatives and Credit Unions, with an on-going legal responsibility of providing information, expertise and advice to established Co-operatives and Credit Unions. They also promote and administer various loan funds over which the N.W.T. Government has administrative control.

(d) Game Management Division

The main objective of this program is the rational management of the wildlife resources within the N.W.T. so as to maximize economic benefit to the indigenous people of the N.W.T.

The Trapline Management Section plans, develops, and implements the educational and management programs designed to maximize the utilization of the fur resource and to increase the economic return to the trapper. The Big Game Management Section provides for the planning and implementation of programs and related projects designed to provide maximum utilization, consistent with proper management, of the big game resource. There is also a research program conducted to support trapline and big game management and study endangered species. They also develop and enforce meaningful game laws and regulations.

C. SERVICE DEPARTMENTS

1. Public Services

This Department provides legal services to the Government of the N.W.T., superintends the administration of justice in the N.W.T. in all matters not within the jurisdiction of the Federal Government, and administers various Ordinances as instructed by the Government of the N.W.T.

(a) Administration and Registries

This division provides legal services and advice to the Council, Executive and other Departments of the Government. They also provide a beneficial service to the public by making available a central recording agency for the recording of land titles, company securities commercial documents, vehicle registration and vital

statistics. They also control the activities of business and professions by licencing in accordance with the requirements of the Ordinances.

(b) Court Services

This division provides Court Services for all of the settlements and communities in the N.W.T. This includes the staff, transportation, and expenses for the magistrate and Justice of the Peace Courts in all the settlements, and the Territorial Court. They also provide payment for the services and expenses of coroners, witnesses, interpreters and jurors, as well as the services of sheriffs, bailiffs, and other court officials.

(c) Safety Division

This division is responsible for enforcing, investigating, and administering all fire and safety ordinances, such as the Fire Prevention Ordinance, the Petroleum Products Ordinance (regulates bulk oil and gas), the Boilers and Pressure Vessels Ordinance (regulates installation and operation of boilers), and the Electrical Protection Ordinance. They also ensure that all buildings, elevators and work areas in the Territories meet the standards prescribed in the code requirements under the Ordinances. Another function is the provision of training and information programs in the fields of fire, industrial, electrical and construction safety.

(d) Labour Standards and Workmen's Compensation

This division administers the Labour Standards Ordinance, Fair Practices Ordinance, and Workmen's Compensation Ordinance, and ensures that their objectives are achieved. They process complaints concerning labour standards and fair practices, and resolve them according to the provisions of the Ordinance in order to promote improved labour conditions. They also ensure that workers employed in any industry under Workmen's Compensation receive the payment of benefits for personal injuries arising from and in the course of their employment.

(e) Liquor Control System

This program provides administrative support for the Liquor Licensing Board such that they process all applications for liquor licenses and supervise the premises where the license is granted. They also provide

the management of the Liquor Control Board which purchases and then sells liquor to the public.

2. Administration

This Department provides the necessary financial, personnel, materials management, management systems, data processing, and office support services for the efficient operation of the Territorial Administration.

(a) Systems and Computer Services

This division provides for the design and implementation of improved systems, procedures, and forms of Territorial Administration. They also provide an efficient data processing service for all Departments.

(b) Financial and Office Services

This division assumes the basic accounting and treasury function for the Government. They also collect taxes and revenues, and implement and maintain accounting and control systems for all assets. They also provide administrative support services to all Departments at headquarters and in the regions.

(c) Supply Services

This division provides for the procurement, transportation, warehousing, and issue of material for the operation of the Territorial Administration.

(d) Personnel Services

This division is responsible for effective and efficient personnel management service. They develop and administer wage and benefit plans, provide recruitment and placement services, provide an efficient payroll system, and provide for the relocation of staff.

3. Department of Public Works

This Department is responsible for constructing, acquiring, maintaining, and operating all building equipment required by the departments of the Government of the N.W.T. in carrying out their programs and objectives. They also develop and maintain highways in the N.W.T.

(a) Highways Division

This division maintains the capability of the highway network to handle vehicular traffic. They are also responsible for highway construction and reconstruction to afford vehicular access to northern communities.

(b) Operations and Maintenance Division

This division is responsible for:

(i) The implementation of a preventative and general maintenance program in connection with the repair and upkeep of all buildings and works owned by the Government of the N.W.T.

(ii) The repair and preventative maintenance program as it relates to all equipment owned and operated by the Government of the N.W.T.

(iii) The provision of adequate funds for the utilities service program.

Included in this program is the purchase of heat and fuel for heating all buildings and works owned and operated by the Government of the N.W.T.

Also included in this program is the purchase of electricity from N.C.P.C. and the operation of Government owned power plants for the supply of power services to all buildings and works owned by the Government of the N.W.T.

This division consists of headquarters staff, who plan, co-ordinate and direct the above preventative and maintenance engineering programs and Regional Engineering staff in the Fort Smith, Inuvik, Baffin and Keewatin Region, who carry out the work in the field.

The Project Management Division is responsible for the planning and execution of the Capital Construction Programs of various N.W.T. Government "client" Departments.

They provide the administration, professional and technical services, and supervision of projects connected with the construction of buildings owned or operated by the Government of the N.W.T.

In order to carry out this Capital Construction

Program efficiently, they maintain close contact with a number of professional offices, agencies and individuals who are concerned with or involved in the construction of the Northwest Territories.

The Offices Lease Section is responsible for providing adequate office accommodation for personnel of the Government of the N.W.T. in the various locations in the N.W.T. They must also lease adequate warehousing and storage areas as required by the various Departments.

APPENDIX II

DEVELOPMENT PLAN FOR SOME ASPECTS OF
SOCIAL DEVELOPMENTS IN THE MACKENZIE VALLEY

SUBMISSION BY THE DEPARTMENT OF SOCIAL DEVELOPMENT

DEVELOPMENT PLAN FOR SOME ASPECTS OF
SOCIAL DEVELOPMENTS IN THE MACKENZIE VALLEY

DEPARTMENT OF SOCIAL DEVELOPMENT

1. Standard Departmental Programs and Objectives

(a) Administration

(i) Directorate

To develop program policies and procedures, provide overall program direction, evaluate adequacy of services, modify existing programs or develop new proposals to meet changing needs.

(ii) Regional and Area Staff

To implement all departmental services at the community level, i.e., corrections services (probation, parole, after-care, services to the courts, enforcement of maintenance orders), child welfare (child protection, ward and non-ward care), services to unmarried mothers, medical social services, special care, social assistance, and services related to alcohol problems.

(b) Corrections Services

To provide the custody, care and treatment that adult offenders require in order to prepare them for their return to the community as responsible citizens.

To provide the court with social reports on specific individuals before it, so that it has adequate and pertinent social data on which to base its case disposition.

To provide counselling and other services to probationers, parolees, and former inmates who voluntarily seek help re-establishing themselves in the

community. This will necessitate close working relationships with other agencies, employees, and families, etc.

(c) Categorical Allowances

To provide monthly allowances to persons over eighteen who are blind or physically disabled and whose annual income inclusive of the allowance is within the prescribed limit.

(d) Child Welfare Services

To encourage a high standard of child care within the Northwest Territories.

To provide counselling and other services to parents who are experiencing difficulty in raising their children.

To bring before the courts those parents who have neglected their children to the end that adequate care and attention can be assured to the children.

To provide permanent (adoption) homes for as many as possible of the children who are made permanent wards of the Superintendent of Child Welfare and to provide a wide range of care and treatment services for those who cannot be cared for in their own homes.

To provide counselling and other services to mothers who are giving (have given) birth to a child out of wedlock.

To provide services to the courts in their dealings with juveniles or young persons who have broken the law.

To provide such specialized child care services as may become necessary, i.e., receiving homes, group foster homes, institutional care and treatment.

(e) Medical Social Services and Special Care

To ensure that there is appropriate communication between persons out for medical treatment and their families back home as a means of facilitating the patient's recovery and also his re-entry into community life.

To provide repatriation and in-transit services for indigent Eskimos and others following the completion of medical treatment. (The repatriation of indigent Indians is handled by Medical Services.)

To provide special care, treatment or rehabilitative services to the aged and to the adult infirm and handicapped including uneducable mentally retarded.

(f) Alcohol Education

To create a better informed public on the matter of alcohol use and abuse and in the treatment and rehabilitation of the problem drinker.

To promote the development of community-based activities which provide opportunity for social intercourse and leisure time pursuits outside of the "drinking culture".

To promote within industry and Government realistic programs for the recognition and treatment of the alcoholic employee and the rehabilitation of the problem drinker.

To develop such educational aids as may be appropriate for explaining the program to persons who have limited knowledge of English.

To create an awareness in the field staff of the Department of Social Development of etiology of the illness of alcoholism and of the approaches that have had a significant effect in limiting the incidence of the illness.

(g) Social Assistance

To encourage applicants to explore every avenue of self-support (including hunting, trapping, and fishing) that is appropriate to their capabilities, or to take advantage of appropriate training opportunities.

To determine with the applicant his need for financial assistance and, within program policies, to provide such financial and other benefits that are necessary to maintain himself and/or his family in good health and decency as long as financial need exists.

2. Program Outlines Related to Pipeline Development

The approach of the Department of Social Development will be to respond, as efficiently as possible, to actual or anticipated needs of the people in Mackenzie Valley communities most affected by the rapid growth and change that may occur. It is expected that the kinds of demands that may be placed upon the Department will primarily require an acceleration in development of normal social services offered or supported by the Department. It is the practice of the Department to encourage and respond to the initiative of local groups insofar as creating and managing community based welfare services is concerned. We would hope that this process can be maintained but it is recognized that the Department will be required to strengthen and expand existing services and introduce new programs to deal with the probable increase in social problems. Most of the programs and services that will be required will be cost shareable with Federal Government under the Canada Assistance Plan, with the exception of those related to corrections.

It is very difficult at this stage of development to be precise in terms of predicting the nature and extent of increased services in specific communities. While there is a tendency to focus on probable negative effects of large scale economic development upon the social and family life of the people, which will necessitate preventive and supportive welfare services, there will also be positive effects which should help to reduce the need for certain services, e.g., social assistance for employable persons. The unknown factors are the kind

of responsibility people will show in handling greater degrees of economic independence and increased social interactions; the kind of family and social adjustments they will be able or expected to make; and the extent of social controls people themselves will be able to exercise in coping with change.

From our knowledge of recent trends within the Territories, and our estimate of the social impact of pipeline development, we can predict with relative assurance that at least the following problems will be accentuated and will require increasing attention by the Department of Social Development. A general description of the plans and activities that we believe the department will be required to undertake is noted under each problem.

- (a) Increased stress upon family relationships resulting in potential disruption and dislocation of family units

To counteract this, it will be necessary to strengthen departmental counselling services, by the addition of qualified staff, at key locations such as Fort Simpson, Fort McPherson and Inuvik. The development of Day Care Centres, preferably under the direction of local groups, will help to ease the pressures on mothers, provide a stable influence for the children, and offer appropriate employment opportunities for some women. There will also be a need to co-ordinate efforts with Adult Education to ensure effective utilization of programs of family life education, including family budgeting, home management, and how to deal with conflict and social change within families and communities.

- (b) Need for temporary and/or alternate care for children found to be neglected

The Department plans to develop specialized facilities at key locations in the form of Receiving Homes for short-term care, Group Homes for children unable to adjust satisfactorily in foster homes, and a concentrated effort to find and develop suitable foster homes. The additional counselling services referred to in (a) would have major responsibility in this area of family and child care.

(c) Alcohol and Drug Abuse

We anticipate that excessive use of alcohol, in particular, will be a problem of major proportions and will be a central contributing factor to most of the negative effects on individuals and families. This is already becoming obvious in Fort Simpson and Inuvik with the increased activity in those communities in recent months. There has also been an upsurge of interest in the problem by concerned groups of citizens, and the Department of Social Development along with other government and non-government agencies are supporting a number of projects mainly aimed at public education about problems of alcohol abuse.

Considerable thought is being given to the idea of developing residential detoxification centres to provide services to individuals who become increasingly dependent upon alcohol and who require a controlled environment which includes counselling and treatment services. Detoxification centres may also be used as a significant adjunct to the normal resources available to the police and the courts when dealing with offenders who frequently come to their attention because of offenses directly related to alcohol abuse. The centres may be used as an alternative to jail and as an integral part of probation services. Detoxification centres when properly used have the potential of becoming key resources where the process of rehabilitation can be initiated, thus avoiding repeated incarceration of people whose major "crime" is that they cannot voluntarily control their dependence upon alcohol. Being community based these centres would permit residents to take part in normal community activities such as adult education, recreation, work, etc.

(d) Need for temporary care and services for transient workers and/or their families

While there will likely be development of commercial facilities for travellers through hotels and motels along the Mackenzie Valley Highway and Pipeline route it is unlikely that these facilities will provide appropriate accommodation and services to itinerant single workers and those with families. We foresee

a need for strategically located hostels, operated by the Department of Social Development or under private contract to offer short-term accommodation and meals as well as assistance in job referral and relocation services. The facilities themselves may be of temporary nature or planned in such a way that they could become part of the community structure for similar or alternative uses.

- (e) Need to ensure adequate social assistance allowances relative to cost of living

The Department of Social Development is very concerned about the probable increase in the prices of basic necessities, resulting from inflated costs of living. It is certain that not everyone will benefit from high earnings during highway and pipeline construction which will undoubtedly tend to increase prices to the disadvantage of those who will continue to earn their livelihood from normal pursuits or who will continue to be supported through social assistance, e.g., mothers with dependent children, the elderly and infirm and others on relatively fixed incomes. With or without some attempt at encouraging reasonable price controls, the Department will be required to conduct regular surveys on the costs of basic necessities and adjust our scale of allowances accordingly, so that such people are not penalized.

- (f) Needs of Offenders

It is likely that with the increase in population during the construction period there will also be an increase in the incidence of crime. To cope with this the Department will be required to expand its probation services and assess the need for and develop community based correctional facilities where indicated. The timing of the relocation of the Yellowknife Correctional Camp presently under consideration could be influenced by demands related to pipeline activity. As mentioned in item (c) detoxification centres would be important resources in dealing with certain types of offenders.

(g) Insufficient and Inadequate Housing

While the provision of adequate accommodation is not directly the responsibility of the Department of Social Development, we believe that this will become a problem of major proportions. It will be necessary to work closely with Territorial Housing authorities to develop policies and plans that will meet current and future requirements particularly in communities along the proposed route. It is expected that special attention will have to be given to the requirements of elderly people whose families may relocate with employment opportunities and who thus may be left behind to fend for themselves. Preliminary research indicates that elderly people do not wish to leave their home communities and prefer self-contained living quarters within their familiar surroundings.

Implied in the proposed plans for each of the problems mentioned above is the need for qualified staff and/or adequate facilities. Obtaining these as required will alone present many difficulties, but the absence of specific commitments concerning construction dates and so on makes realistic planning at this stage extremely tenuous.

3. The need for reliable facts and substantive research related to each of the problems noted is also implied. Information regarding population and mobility trends will be helpful in anticipating the need for various programs and services and creating appropriate plans and safeguards. However, we are doubtful that sufficiently accurate predictions concerning peoples' behaviour and specific needs can be made "before the fact" other than in general terms and in the form of best estimates. What is essential in our opinion is:

(a) an effective method of monitoring on a continuous and longitudinal basis, the social needs and resources of people and communities in transition so that planning is conducted from a foundation of current and valid information.

(b) an administration that has the resources and flexibility to respond quickly and efficiently to determined social needs. The present method of meeting anticipated needs on the basis of budget forecasts is unlikely, in our opinion, to provide the kind of flexibility in decision-making and financing that will likely be demanded of us in periods of accelerated growth and change.

APPENDIX III

SPECIAL PROGRAM TO CONTROL ALCOHOL
PROBLEMS IN THE MACKENZIE CORRIDOR

RECOMMENDED BY
THE DEPARTMENT OF SOCIAL DEVELOPMENT

MACKENZIE CORRIDORRECOMMENDEDSPECIAL PROGRAM TO CONTROL ALCOHOL PROBLEMS
IN THE MACKENZIE CORRIDOR

We found the nature of the subject in question does not lend itself readily to the format suggested for reply, which we submit in the pages following. We believe most of the information required by the questionnaire will be found adequately answered in the contents.

A. PAST AND PRESENT PROGRAMMING

Over some 6 years to date, occasional visits have been made to several but not all, of the communities situated in the Mackenzie corridor to determine needs in the way of preventive-education and treatment services vis-a-vis drinking problems. In two locations specific mandatory educational programming was carried out in connection with Liquor Control Board requirements in advance of liquor plebiscites held there. In the first half of 1972, a three-stage broad-spectrum community based Seminar Program on Alcohol and Related Problems was held at Inuvik through the offices of the Department of Social Development there. Specialists were brought north from the Alberta and Saskatchewan Addiction Programs as instructors and seminar leaders. Funding was provided by the Alcohol Education Program; the amount was \$4,000. At one point the Seminar was conducted at Fort McPherson. One-shot programs in schools and other groups have been carried out when in the area. Under the initial year of the Alcohol Grants Program, a total of \$68,984 was spent in 1972-73 for a wide variety of preventive-education and service programming in the Mackenzie corridor area.

B. ALCOHOL PROBLEMS IN THE MACKENZIE CORRIDOR: ONE METHOD OF ATTACK

Through a mobile, flexible field force of trained Community Alcoholism Workers and trainees, to develop an information-education program aided and supported by the private industrial sector, the end purpose being a well-informed, critical public in the matter of alcohol use and abuse together with the services required for the treatment of alcoholism and the rehabilitation of the alcoholic or individual with a drinking problem. That the field force training staff receive training from:

- 1) the present alcohol education program of the N.W.T.
- 2) Community Leadership Course at the "Hennwood" Rehabilitation centre (Edmonton, Alberta)
- 3) one of the several Summer Schools of Alcohol Studies in Alberta or Ontario.

That the program be adequately provided with material -- written, spoken and visual -- for effective communication in native languages and dialects vide "Alcohol Destroys" poster; "This is AA", booklet; "Alcohol In My Land" film, each in (Inuit) translation. That the newly formed N.W.T. Corps of Interpreters be enlisted to utilize its services and skills in the development of the Mackenzie corridor Special Alcoholism program in the field and for creative needs in producing educational training.

C. RESOURCES

That, on maturity through experience and application, the Community Alcoholism Workers, in concert, develop a training program designed and tailored to match the needs unique to the industrial development of the North and that an Annual School of Alcoholic Studies aided by all educational training services at its command, be established. Further to shift the School locus from year-to-year in the Mackenzie corridor so as to gain the benefit of local differences and as an aid to remaining flexible. Further to shift the School program be changed from year-to-year so to eventually

cover the several aspects of the complex subject for example, "Alcoholism as a Family Problem"; "Alcoholism in Industry"; "The Role of Organized Labour in Alcoholism"; etc.

That emphasis be placed throughout on the value of local input and participation, utilizing as much as possible the talents, skills and wisdom of people indigenous to the area and familiar with current folkways and emotional tone of the community. That this include artistic-creative skills in the production of printed matter and devices; in the electronic media, VTR-Cassette tapes, audio-visual material and the mechanical skills in presenting such material; the employment of natural leaders for seminars and keynote speakers, etc.

It is recommended that the National Film Board's experiment in the Eastern Arctic in the training of film-animators be replicated in the Mackenzie corridor area to produce film material about alcohol and alcoholism for use there.

That the recovering alcoholic, i.e. the former active alcoholic now maintaining sobriety, be encouraged to actively participate and contribute knowledge of his experience to the program.

That at an appropriate point in time, trainees attend for observation-orientation purposes, one or more alcoholism programs in Southern Canada which provide training-treatment services for native peoples or, vice versa, that the Committee of Concern on Alcohol Problems (see below) invite workers from other programs in Canada, including the Yukon Territory, to share in training-seminar activities in the Northwest Territories.

The main functions of the Field Force would be:

- 1) interpretation of the alcohol problem as a many-sided community responsibility and one to which they, and the community, have access as free citizens to engage in and exercise self-determination in methods and techniques to resolve problems rather than wait on bureaucracy to initiate concern or action.

- 2) on-going awareness education program.
- 3) identifying local resources, skills and talents from within industry and the community, enlisting their co-operation culminating in the formulation of a "Committee of Concern" which would submit recommendations to area Community Alcoholism Worker through to Director, Department of Social Development.
- 4) Community Alcoholism Workers to function as advisors, consultants, and general administrative assistants to the C of C, reporting to Special Projects Officer, Mackenzie Corridor Alcoholism Program at Headquarters.
- 5) The C of C to include representatives from appropriate government departments (Social Development; Medical Services; Industry and Development, etc.) and have representation from the Liquor Control Board. Major industrial enterprises and labour unions in the area to be an integral part and urged to keep apprised of the influence of their operations vis-a-vis alcohol problems and to assist the C of C in effectively coping with or removing the offending problem and to consider preventive action in future.
- 6) The C of C to develop through grants-in-aid from all sources basic counselling-referral services for those persons with drinking problems at all stages of the illness with particular emphasis on the "early discovery - early recovery" recommendation.

That Committees of Concern assist settlements in determining needs, establishing priorities and program design of 'alcohol free' leisure-time - recreational social centres and as support facilities to maintaining sobriety for the recovering alcoholic, as below mentioned.

An obvious imperative to the goals of a "Committee of Concern on Alcohol Problems" would be the establishment of 'alcohol free' leisure-time social gravitational points to provide the opportunity for social intercourse and rewards to those persons who do not elect to drink, as a counter-balance to alcohol-oriented social centres. (It is believed that a considerable number of those who at present frequent drinking establishments do so because their community offers no choice in the matter -- drink, or live lonely.) Consideration should be given to developing such centres as community controlled and operated to provide a financial profit to nourish other alcohol-deflecting leisure time constructive activities, arts and skills to the enhancement of living experience. The importance of reducing the time-frame available for drinking cannot be over-emphasized, though it would have doubtful value among those whose drinking habit is established.

That the Territorial Government as employer concerned for the welfare of its staff, give leadership by adopting a policy vis-a-vis alcoholism in its own operation making the treatment of alcoholism as a condition of employment; and putting an end to the common practice among employees of playing the role of pushers of the drug ethyl alcohol on their rounds to other settlements. (Models for the 'condition of employment' policy are now in large numbers throughout Canadian industry and prove to be operating with commendable results. In fact where they are followed with determination the programs have been termed the most effective case-finding referral sources yet devised.) By adopting an industrial alcoholism program, the N.W.T. government, besides demonstrating conviction and leadership in this field, would avoid any accusative finger-pointing from outside industrialists operating in the corridor.

The Territorial Government should make it plain and clear to industrial enterprise that it does not welcome heavy (hazard) drinkers to the Territories, workers who bring with them the social infection of alcohol and may do untold damage in the short-term. Government should make plain to industry that it does not appreciate the Territories being used as the dumping ground for alcoholics from the south which industry does not know what to do with, including those from the higher echelons of business and industry, as one not infrequently hears is the case.

D. TREATMENT AND REHABILITATION

Gross misconceptions and ignorance abound in the Territories vis-a-vis contemporary treatment methodologies for alcoholism. There is generally merely vague knowledge and awareness of the 'illness concept' for alcoholism, sometimes even amongst professional circles. Few indeed, are the number who feel capable of making pronouncements in public on the subject. Lest there be any misunderstanding in this regard, let it be said that it takes about as long to 'get out of alcoholism' as it takes to 'get into it'. And that effective treatment for the illness is always as difficult as for any other and usually more so. Also, the illness is both progressive and chronic. The services and skills required for the recovery are deserving of a quality of excellence equal to those for other, more manageable, illnesses and should receive its fair proportion of public funds for treatment services.

Added to this is the need for strong 'on tap' supporting services beginning in the home, the employer and the community at large, even down to the local dispenser of the beverage. It is the present lack of these follow-up services which makes questionable the practice of sending patients 'out' for treatment only to be returned to an environment which neither understands or appreciates why the former drinker must never again take another drink if he is to maintain sobriety. To alleviate this situation would require many years, the development of many special skills and services further compounded by need for dual programming (native and non-native populations), a long-term consideration which will eventually have to be faced. In the short-term this need could perhaps best be met by the detoxification unit concept in conjunction with supporting services provided by the community (Clergy, A.A., Halfway House, etc.) backed by Department of Social Development; Medical Services; General Hospital, etc. Where motivation of subject is high and the desire to achieve sobriety sincere, every effort should be made to get the individual into treatment immediately where the Committee of Concern through the family/ employer/et al feel the follow-up services are adequate. Where the chronic drunkenness offender is found in industry from outside, the Committee of Concern should

request the employer to remove the person from the area.

E. STAFF REQUIREMENTS

- 1 Special Project Officer
- 2 Trained Community Alcoholism Workers
(first priority to native persons)
- 2 Trainees (native); (the above to have
equal distribution of field area)
- 1 Clerk Steno (HQ)

APPENDIX IV

QUESTIONNAIRE SENT TO PROGRAM MANAGERS

OVERVIEW STUDY OF THE SOCIAL-ECONOMIC IMPACT OF PROPOSED FUTURE DEVELOPMENTS ON MACKENZIE VALLEY COMMUNITIES

I. SCOPE OF THE STUDY

The project basically involves an inventory of all social/economic programs now operating or planned for the Mackenzie corridor communities. The inventory will include an identification of budget expenditures over the past five years plus five year forecasts. An examination of agency objectives in the light of programs now operating will also be part of the study and will be accomplished by the use of detailed questionnaires and discussions with responsible program managers at headquarters and regional levels.

Wherever possible, efforts should be made to identify funds which are being spent for specific programs by settlement even if this is a proportionate amount, i.e., Regional Leadership Training Program.

This study shall include an identification of the major sociological factors or problems to be considered as a result of the development proposals and a review of all operating programs including present budget and past expenditure trends. The programs to be studied will include those Social Development activities now being operated or planned by both the Government of the Northwest Territories and all Federal Government agencies operating in the north.

A summary situational report of each community along the corridor including projections up to the 1978-79 fiscal year will be prepared. It will include sections on:

- 1) Community planning, public services, housing, industrial development and institutional facilities.
- 2) Structure and delivery of government services by the Community Council, Municipality, the Government of the Northwest Territories and Federal agencies where appropriate.

II. INFORMATION REQUIRED

The questionnaire attached as Part III is provided to serve as a guide in providing the information outlined previously.

Section B of Part III entitled "Estimated Expenditure Pattern" is an attempt to identify expenditures by community using data from such sources as the Territorial Accounts of previous years, O & M Expenditure Report printouts, the 1973-74 Estimates and the Program Forecast.

A list of the capital expenditures of the entire department for each community has been compiled from these sources. It would be appreciated if each program manager could review this listing to ensure that all capital items relating to their programs have been included. It would be helpful if those items for which a total amount is shown could be allocated on an annual basis. The actual capital expenditures for each community can be recorded on the appropriate pages in Section C.

Part 2 of Section B represents an allocation of the division's operations and maintenance expenditures by community. This allocation is based on the relationship of the community's population to the total population of the entire region. The figures enclosed in brackets represent the allocation made on a population basis in the cases where regional data was available.

It is expected that this type of allocation will not be appropriate for many programs. If this is the case, the program manager's assessment of the O & M expenditure for each community may be entered on the appropriate pages in Section C.

III. MACKENZIE VALLEY SOCIAL ECONOMIC IMPACT STUDY

QUESTIONNAIREA. PROGRAM DATA

DEPARTMENT:

DIVISION:

PROGRAMS OPERATED BY DIVISION

1. Name(s) of Program(s)

2. Objective(s) of Program(s)

3. Description(s) of Program(s)

4. Inter-Agency Involvement

Which Territorial or Federal Departments or Agencies have had any input into the following stages of the program(s)

a) Planning

b) Execution

c) Evaluation

5. Revisions

What alterations or expansions are planned or under consideration which will influence the program(s)?

What will be the effects of any revisions?

6. Critical Issues

In your opinion what are the critical issues to be considered with respect to:

a) Pipeline Development

i) Program Viewpoint - as far as your programs
are concerned

ii) Personal Viewpoint - not restricted to program
considerations.

b) Highway Development

i) Program Viewpoint

ii) Personal Viewpoint

c) Railway Development

i) Program Viewpoint

ii) Personal Viewpoint

7. Preparation for Development

a) WHAT should be done to prepare for these developments?

i) Pipeline

ii) Highway

iii) Railway

b) BY WHOM should these preparations be made

i) Pipeline

ii) Highway

iii) Railway

c) HOW should these preparations be made?

i) Pipeline

ii) Highway

iii) Railway

C. COMMUNITY DATA

LOCATION:

PROGRAMS OPERATED IN COMMUNITY:

1. Description of Services Offered in Community
 - a) Previous Level of Service for each Program
 - b) Present Level of Service for each Program
 - c) Predicted Level of Service for each Program
2. Employment Generated in Community by the Operation of each Program
3. Other Benefits to Community

4. Actual Expenditure Pattern of each Program

[illegible]

[illegible]

2. OPERATION AND MAINTENANCE EXPENDITURES BY COMMUNITY

[illegible]

APPENDIX V

QUESTIONNAIRE USED FOR MACKENZIE VALLEY
COMMUNITY ATTITUDE SURVEY

MMSI - INDIVIDUAL QUESTIONNAIRE USED FOR
NORTHWEST TERRITORIES MANPOWER SURVEY

MACKENZIE VALLEY COMMUNITY SURVEY

- I. PLEASE ANSWER THE FOLLOWING QUESTIONS BY FILLING IN THE APPROPRIATE SPACES.

1. COMMUNITY _____

2. SEX ☐ MALE ☐ FEMALE ☐ (CHECK ONE)

3. AGE _____

4. ☐ MARRIED ☐ SINGLE ☐ (CHECK ONE)

5. NUMBER OF CHILDREN _____

6. ☐ INDIAN ☐ METIS ☐ ESKIMO ☐ OTHER ☐ (CHECK ONE)

- II. PLEASE READ THE FOLLOWING STATEMENTS CAREFULLY THEN PUT AN X IN THE SPACE WHICH MOST CLOSELY TELLS HOW IMPORTANT YOU THINK EACH OF THESE THINGS ARE:

ENFORCEMENT OF CURFEW TIMES

1.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

THE SCHOOL

2.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

A MAN OR OFFICE THAT HELPS
PEOPLE FIND JOBS AND HELPS
COMPANIES FIND WORKERS

3.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

THE SETTLEMENT COUNCIL

4.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

COURSES WHICH PREPARE
PEOPLE FOR WORK

5.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

THE BAND COUNCIL

6.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

THE EDUCATION COMMITTEE

7.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

THE HOUSING ASSOCIATION
COUNCIL

8.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

CONTROL OF LIQUOR BY
SETTLEMENT OR BAND COUNCIL
OR BOTH

9.

VERY IMPORTANT a	IMPORTANT b	NOT SURE c	NOT IMPORTANT d	VERY UNIMPORTANT e
------------------------	----------------	------------------	-----------------------	--------------------------

II. Continued. .

A FULL - TIME JOB FOR EVERYONE
IN THE COMMUNITY

10.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

THE R.C.M.P.

11.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

SPORTS ACTIVITIES FOR THE
CHILDREN

12.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

THE HUNTERS AND TRAPPERS
ASSOCIATION

13.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

SMALL BUSINESSES

14.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

A LIQUOR STORE IN THE
COMMUNITY

15.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

OIL EXPLORATION ACTIVITY

16.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

CHILDREN LEARNING THE WAYS
OF THEIR PARENTS

17.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

CONSTRUCTION PROGRAMS IN
THE COMMUNITY

18.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

COMMUNITY MEETINGS

19.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

MAKING OF HANDICRAFTS FOR
SALE IN OR OUT OF THE
SETTLEMENT

20.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

RECREATION ACTIVITIES FOR
EVERYONE

21.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

HUNTING, TRAPPING AND
FISHING

22.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

STUDENTS RETURNING TO THE
COMMUNITY TO LIVE AFTER THEY
FINISH SCHOOL OR SPECIAL
COURSES

23.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

SOCIAL ASSISTANCE (WELFARE)
PROGRAMS

24.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

EDUCATION COURSES FOR ADULTS
IN THE COMMUNITY

25.	<input type="checkbox"/> VERY IMPORTANT a	<input type="checkbox"/> IMPORTANT b	<input type="checkbox"/> NOT SURE c	<input type="checkbox"/> NOT IMPORTANT d	<input type="checkbox"/> VERY UNIMPORTANT e
-----	---	---	---	--	---

III. 1. WOULD YOU LEAVE YOUR COMMUNITY
TO WORK

a) FOR A SHORT TIME (WITHOUT YOUR FAMILY)

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

b) FOR A LONG TIME WITH YOUR FAMILY

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

2.a) ARE YOU INTERESTED IN WORK FOR
SHORT PERIODS DURING THE YEAR

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

OR

b) THE SAME JOB, FULL TIME, ALL YEAR

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

3.a) HAVE YOU BEEN EMPLOYED FULL TIME
DURING THE PAST TWELVE MONTHS

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

b) IF NO - HOW LONG?

<input type="checkbox"/>	0 - 1 mo.
--------------------------	-----------

<input type="checkbox"/>	1 - 3 mo.
--------------------------	-----------

<input type="checkbox"/>	4 - 6 mo.
--------------------------	-----------

<input type="checkbox"/>	7 - 9 mo.
--------------------------	-----------

<input type="checkbox"/>	10 - 12 mo.
--------------------------	-------------

IV.

1. Did you work last summer?

☐ Yes ☐ No

2. Do you plan to work this summer?

☐ Yes ☐ No

3. Do you expect to be able to get a job this summer?

☐ Yes ☐ No

4. Do you plan to go to:

i. ☐ Technical or Vocational School

ii. ☐ University

iii. ☐ Any other further Educational Institute

If yes, specify _____

5. If you have answered yes to any of the questions above
do you plan to take the training

1. ☐ In the Northwest Territories

2. ☐ Outside of the Northwest Territories.

6. Do you plan to work after you finish school?

i. ☐ Full time

ii. ☐ Part time

iii. ☐ Not at all

7. If you checked i or ii in 6. above, what type of work
do you plan to do?

Specify _____

CONFIDENTIAL

NORTHWEST TERRITORIES MANPOWER SURVEY
MMS1 INDIVIDUAL QUESTIONNAIRE

FOR OFFICE USE ONLY

Person Number _____

--	--

Data from previous Manpower Survey _____

(Date)

Household Number

--	--	--	--

Community _____

--	--

(Enumeration Area)

Name

Surname

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

Given Name

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

Initials

--	--	--

Band or Disc No.

--	--	--	--	--	--	--

Social Insurance Number

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

N.W.T. Medicare No.

--	--	--	--	--	--	--	--

Date of Birth

--	--	--	--	--	--	--	--

Sex ☐ Male ☐ Female

DAY

MONTH

YEAR

--

Are you? (Check one)

1. ☐ Treaty Indian2. ☐ Non-Treaty Indian3. ☐ Eskimo4. ☐ Metis5. ☐ Other

--

Are you? (Check one)

1. ☐ Single (Never married)2. ☐ Married3. ☐ Separated4. ☐ Divorced5. ☐ Widowed

--

In your household, are you? (Check one box)

1. ☐ Head of household 2. ☐ Wife of Head3. ☐ Son or daughter of head4. ☐ Other _____

(Specify)

--

Date of Up-Date Survey _____

DAY		MONTH		YEAR		

Survey Reference Period _____

- [illegible]

9. Starting with where you live now, list in order all the places you have lived for not less than 6 months since January 1, 1971.

	City, Community	Territory, Province	Length of Stay (Months)	What were you doing there?
1. Now				
2.				
3.				
4.				
5.				
6.				
7.				
8.				

Refuses To Answer _____
(Signature)

10. What is the highest grade of Elementary or High School you completed? (Check one box)
- | | | | | | | | | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| K | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 13 |
11. Where was the school you last attended (Regular day school only)
- School last attended was in _____
- (Town, City Prov., Territory)
12. Did you obtain a High School graduation certificate or diploma?
- | | | |
|--------------------------|--------------------------|--------------------------|
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Never attended | No | Yes |

5	
6	
7	
8	

REMEMBER: THERE MUST NOT BE LESS THAN 52 WEEKS

SUM OF 1 TO 5

19. During the past 12 months, how much money did you receive from the following sources? (Write amounts)

- | | | |
|----|--|----------|
| 1. | Wages and salaries, including all full-time or part time work | \$ _____ |
| 2. | Hunting, trapping and fishing | \$ _____ |
| 3. | Self-employment (e.g., handicrafts) <u>excluding</u> hunting, trapping, fishing | \$ _____ |
| 4. | Family allowance | \$ _____ |
| 5. | Old age pensions (Old Age Pension, Canada Pension Plan, Old Age Assistance, blindness pension, etc.) | \$ _____ |
| 6. | Other income from government sources (training allowances, workman's compensation, social asst.) | \$ _____ |

[illegible]

SUM OF 1 TO 5

20. Give the following information about the kinds of work you have done during the past 12 months (including both full-time and part-time work, paid and unpaid work)

- ☐
- Have not done any kind of work in the past 12 months.

- ☐
- Have done the following work (complete table)

<input type="checkbox"/> Have done the following work (complete table)						
	Place where you worked	Name of Employer	Kind of Work	Weeks Worked	Hours per Week	FT/PT
1 Present Work						
2 Other Work						
3 Other Work						
4 Other Work						

21. In which months did you work for wages in the past 12 months?

[illegible]

J F M A M J J A S O N D

22. Give the following information about any other kind of work (different from that listed in Q. 20) in the past 2 years (since January 1, 1971)

- ☐ Have not done any other kind of work in the past 2 years

- ☐
- Have done the following other kinds of work (complete the following table)

<input type="checkbox"/> Have done the following other kinds of work (complete the following table)		
Kind of Work	Number of Months	Place where you did the work

23. Did you work last week?

- Yes ☐ No ☐

9

20.

[illegible]

APPENDIX VI

ATTITUDE RESPONSE EVALUATION

1. Attitude Response Evaluation of Individual Questions by Community of Residence and Sex

- a) This appendix is concerned with graphic illustration and verbal explanation of the twenty-five attitude variables of the attitude surveys. The responses are assessed with respect to each question and by community of residence.

The use of the graphic illustration is, we feel, the best method for explanation of these responses. However, because of the small number of responses gained from particular communities it must be noted that unusual trends may be the result of one or a few individual responses.

b) Analysis of Responses by Variable Numbers

i) Variable 008 ENFORCEMENT OF CURFEW TIMES

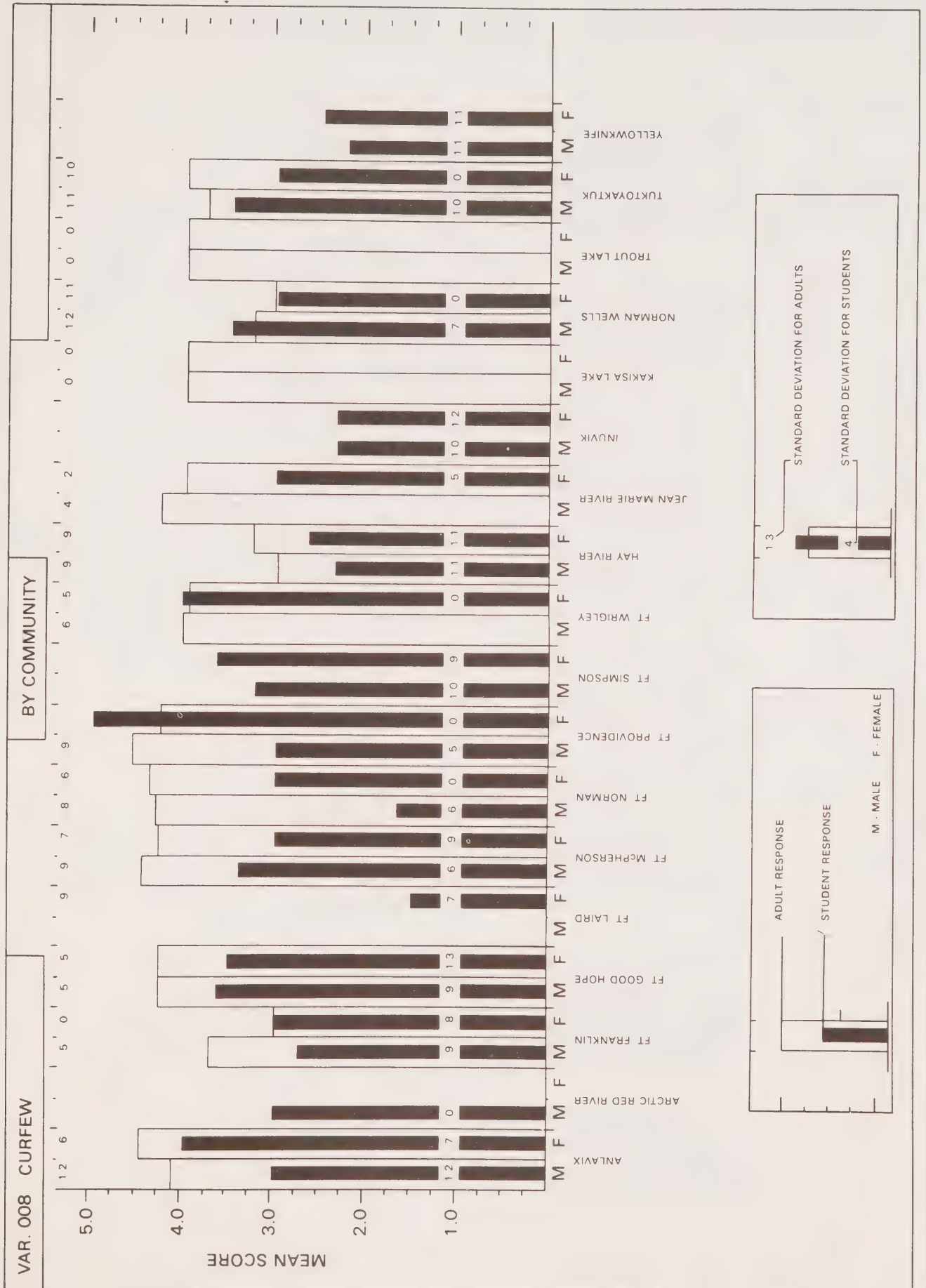
In this question, virtually all of the adults felt that enforcement of curfew times was important¹ except for those in Hay River and Norman Wells. As well, most students felt the opposite but their responses were much more varied, indicating less unanimity of attitude.

ii) Variable 009 THE SCHOOL

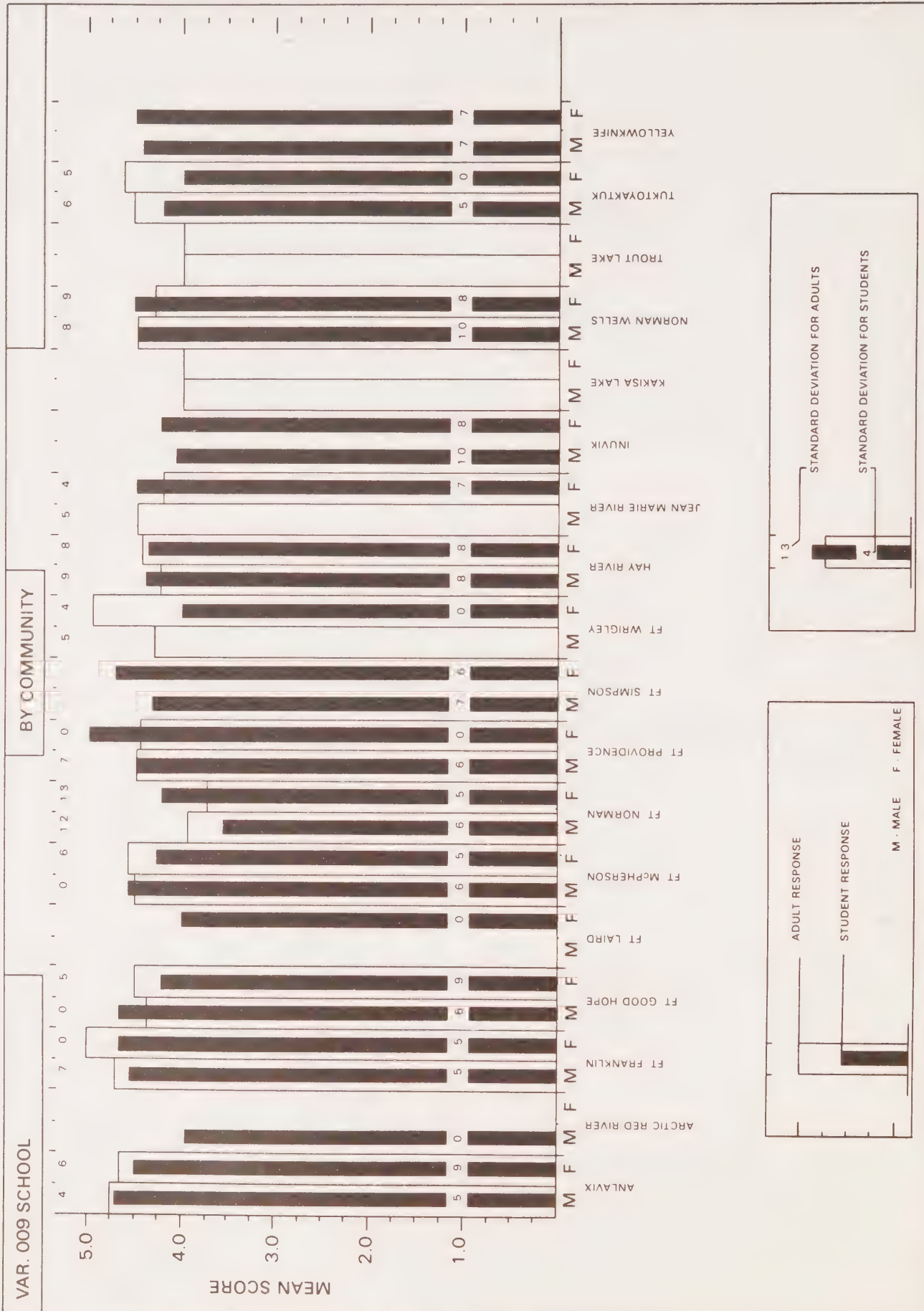
Without exception, all of the respondents, both adults and students, indicated through their attitude scores that the school was viewed as an important institution.

¹ Note: Any score of 3.5 or over has been defined as indicating a trend towards viewing the question as important. Scores below 3.5 are defined as indicating trends towards unimportance.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



iii) Variable 010 A MAN OR OFFICE THAT HELPS PEOPLE
FIND JOBS AND HELPS COMPANIES
FIND WORKERS

The response to this question was almost identical to that of variable 009. In most cases the scores were .1 to .2 lower which we feel is a very minor difference. All scores were above 3.5 except for female adults at Fort Norman which was 3.5.

We cannot say from this conclusion that the respondents are equating job finding with education, but we do feel that this situation indicates that jobs and schools hold almost equal positions of importance in the minds of the respondents.

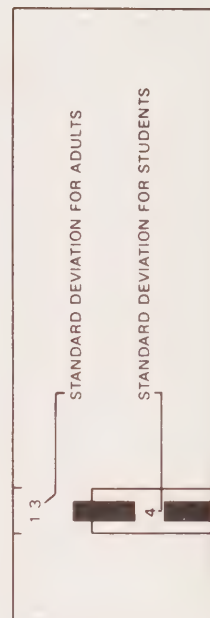
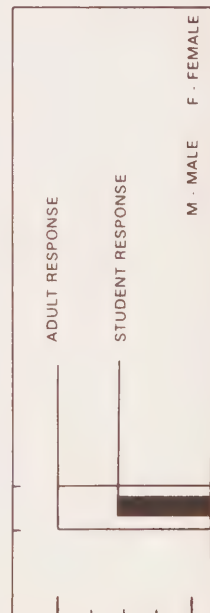
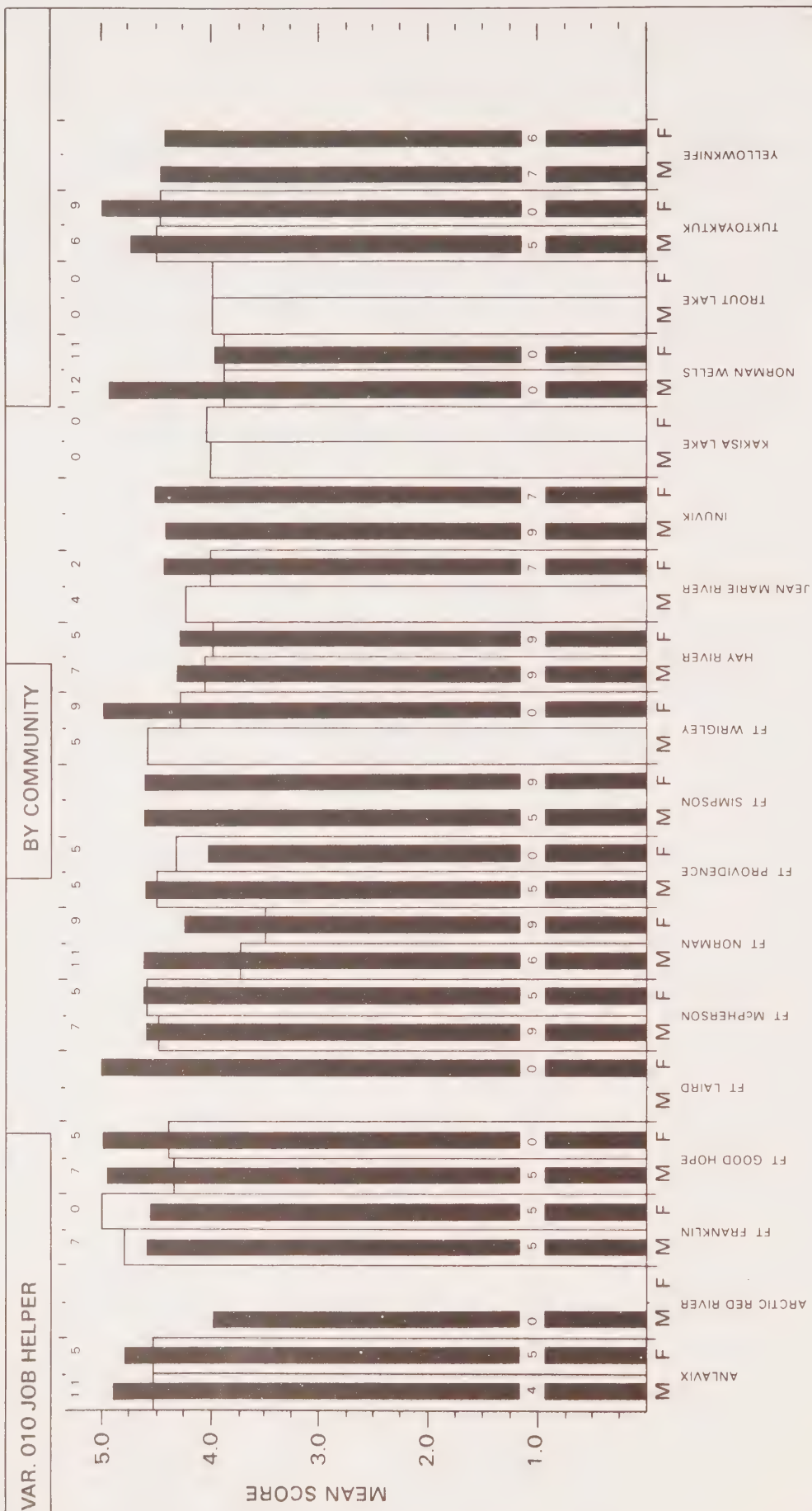
In both questions the students had higher scores than the adults, but we expect that this is due to the fact that education and wage employment² are more central to the situation of the students as they have had more exposure to these areas. As well, the students are being taught some values of the non-native societies which hold education and wage employment in higher regard than do subsistence or traditional-based societies.

iv) Variable 011 THE SETTLEMENT COUNCIL

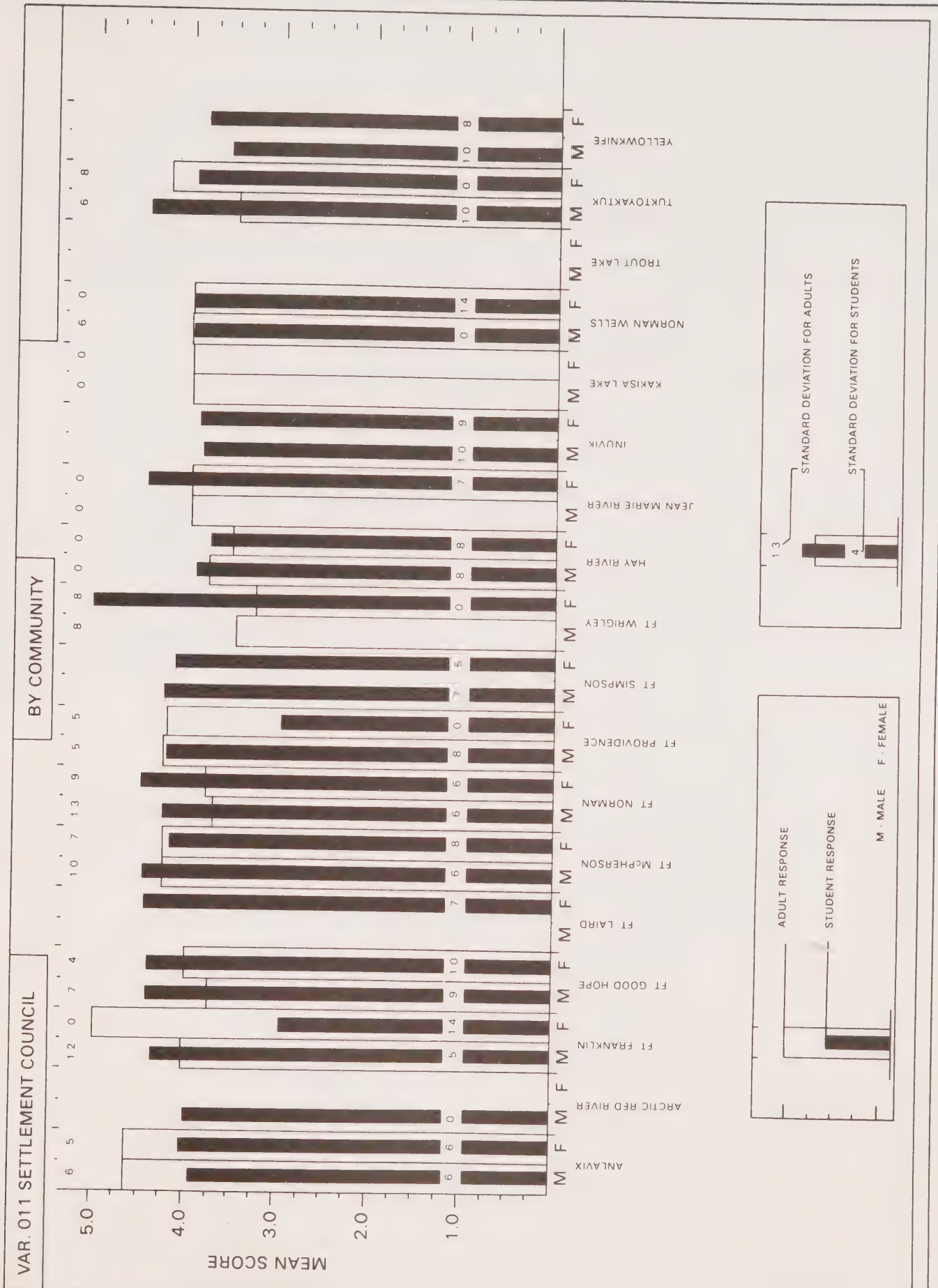
Overall, the Settlement Council was viewed as an important organization. Students generally felt it to be more important than did the adults. The only attitudes indicating that it was felt unimportant were those of female students in Fort Franklin and Fort Providence. All of the adults except those in Fort Wrigley felt the Settlement Council was important.

² Note: "Job" in question 010 means wage employment.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



v) Variable 012 COURSES WHICH PREPARE PEOPLE
FOR WORK

Again we find a general indication of importance from the respondents. Unlike the case in variable O11, the adults and students have relatively closely aligned opinions. Also, the same group that viewed the Settlement Council unimportant indicated attitudes of unimportance towards this question.

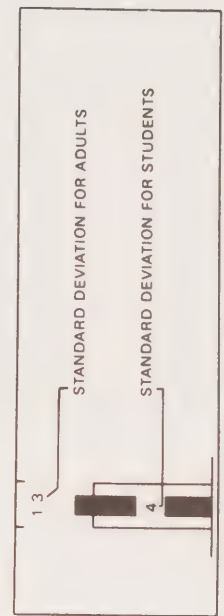
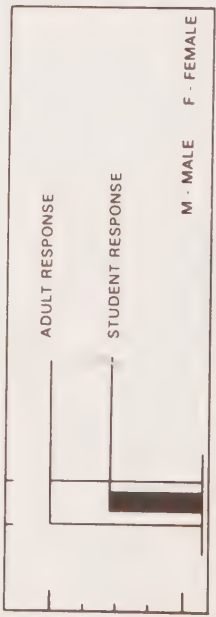
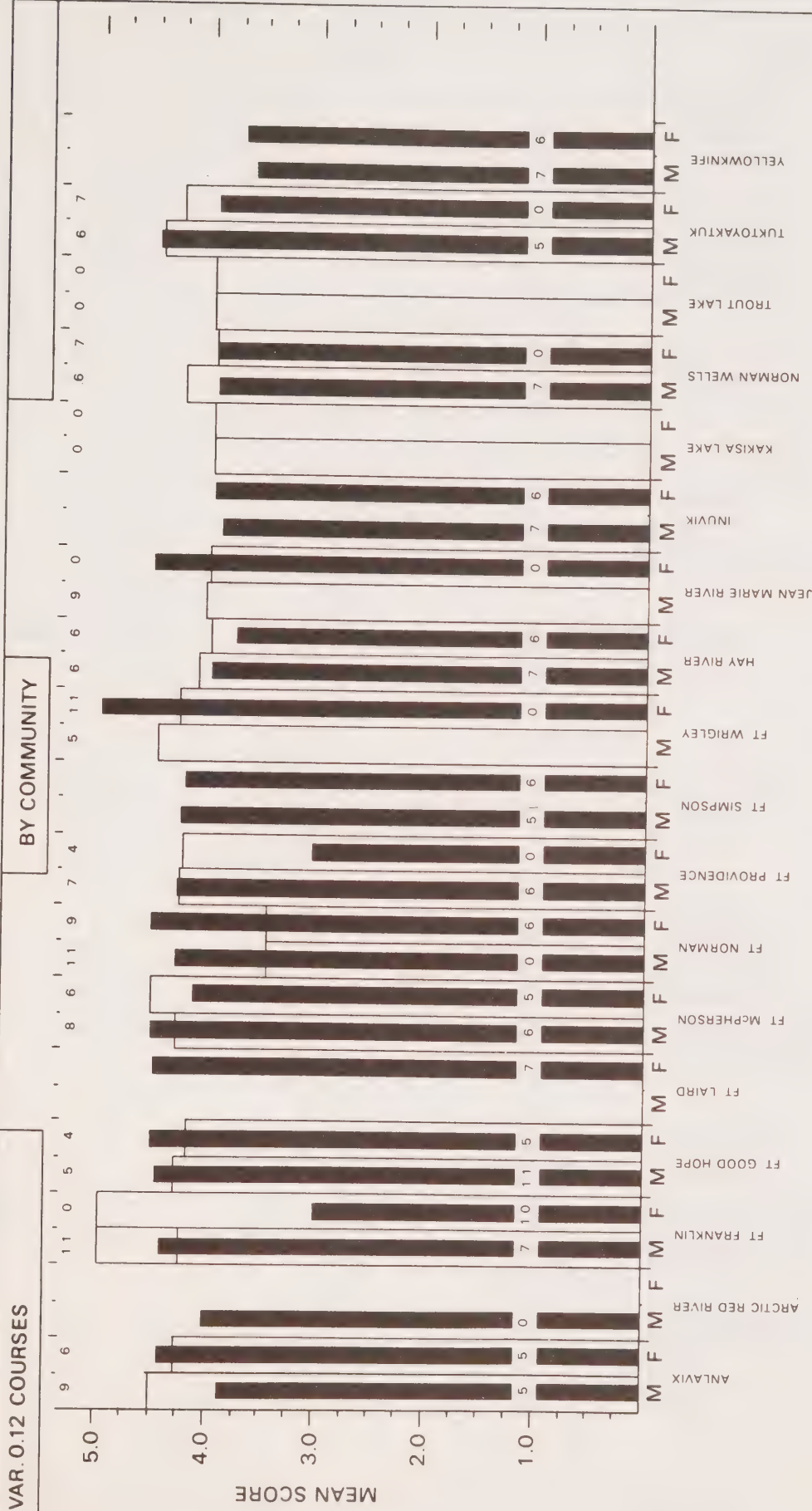
Overall, the attitude scores on this question compare favorably with those given for schools and offices that help people find jobs.

vi) Variable 013 THE BAND COUNCIL

Of the questions looked at up to now, the responses to the Band Council show the greatest variation. A number of means are found in the 3.3 to 3.7 range while the means for Fort Franklin and Tuktoyaktuk fall around 3.0 to 3.2. Students seem to view the Band Council as more important than do the adults but the difference is not sufficient to indicate a strong disparity in the attitudes. Although both adult and student means are found above 3.5, the top seems to run in the area of 4.0 with only the students showing any attitudes substantially above that point.

The standard deviations are in many cases on or above 1.0 which further illustrates the large fluctuation in attitude. Although we may interpret this as indicating an uncertainty about the band council's importance, we must note that these organizations are not found in all the communities and, as well, the Band Council is relevant only to a specific ethnic group.

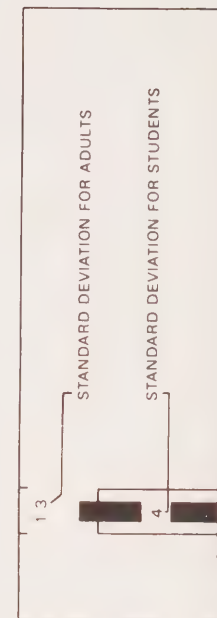
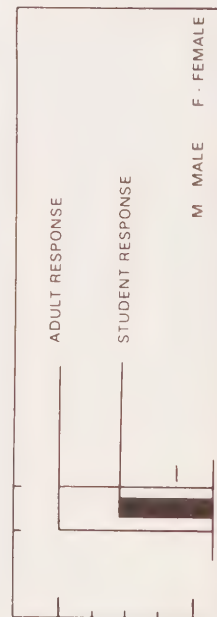
MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 013 BAND COUNCIL

BY COMMUNITY



vii) Variable 014 THE EDUCATION COMMITTEE

The Education Committee was indicated to be important by most of the adult respondents, with the exception of Fort Franklin, plus all of the students except the males from Arctic Red River and Fort Norman and the females from Fort Wrigley. The student responses generally indicated higher importance than did those of the adults, although there was considerable variation among the responses.

viii) Variable 015 THE HOUSING ASSOCIATION COUNCIL

All of the respondents except those from Arctic Red River and the adult females from Fort Franklin indicated that they thought the Housing Association Council was important. In all cases except Norman Wells the students rated the council more important than did the adults.

ix) Variable 016 CONTROL OF LIQUOR BY SETTLEMENT
OR BAND COUNCIL OR BOTH

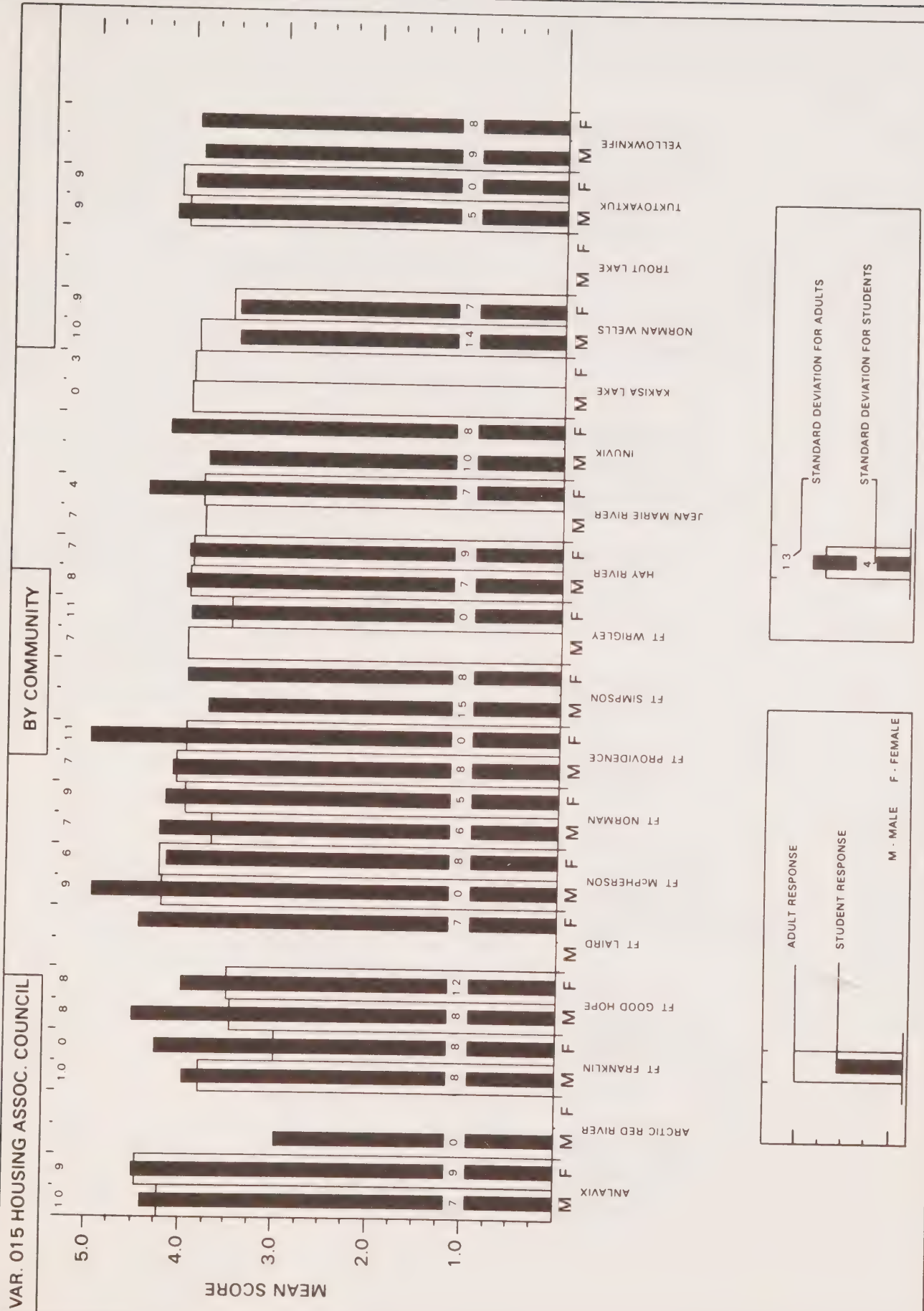
Most adults felt that control of a liquor store by a settlement was unimportant. Even when this was viewed as important, the mean score did not exceed 4.0. The students, however, gave this variable a much higher rating with the mean resting at 5.0 on three occasions.

Overall, the students rated this question higher, but again there was considerable fluctuation in the attitudes.

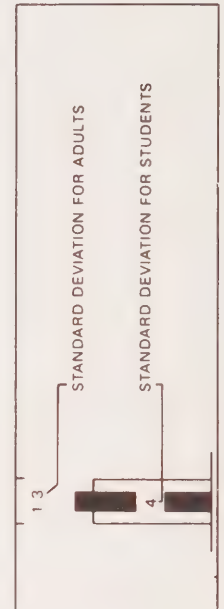
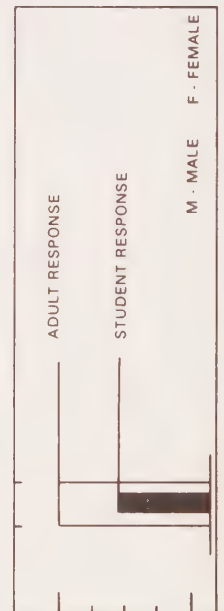
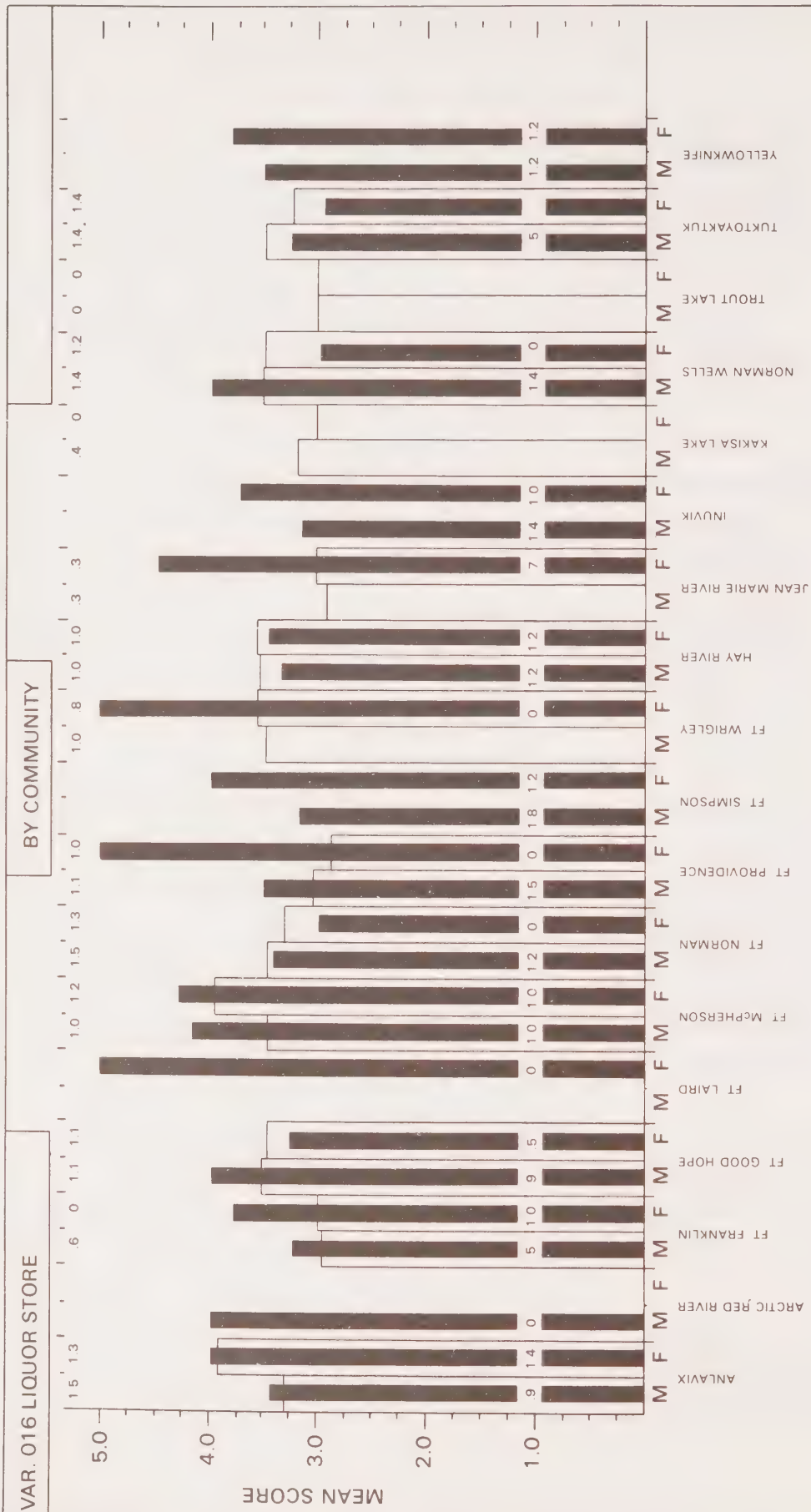
MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



x) Variable 017 A FULL TIME JOB FOR EVERYONE IN
 THE COMMUNITY

The responses to this question quite strongly indicated that this variable was felt to be important. Almost all of the responses had means of 4.0 or over, except those for Fort Good Hope and Fort Norman which had means of 3.5. There were no responses which indicated that full time jobs were unimportant. This high signified importance is of the same degree as was the case in 009 and 010, regarding the school and an employment office.

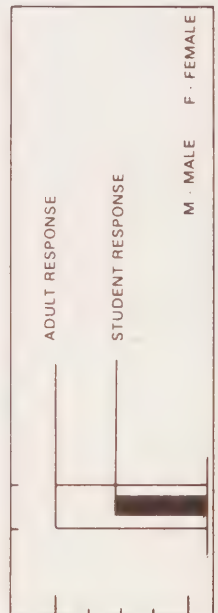
Overall, we can see that as indicated by the results of the attitude question, jobs are considered to be quite important. The students indicated higher importance than did the adults but the difference is not very great.

xi) Variable 018 THE R.C.M.P.

There was a little variation in responses to this question but generally both adults and students, males and females, felt the R.C.M.P. to be important.

Students responses were higher on occasion but again the difference was not significant.

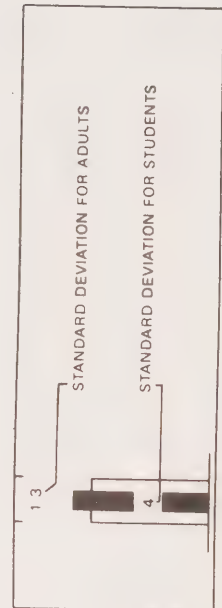
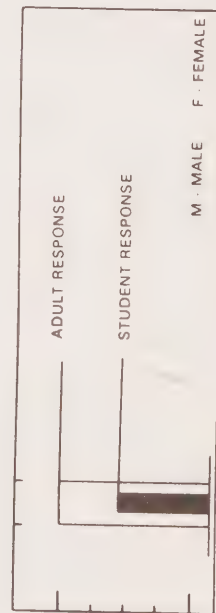
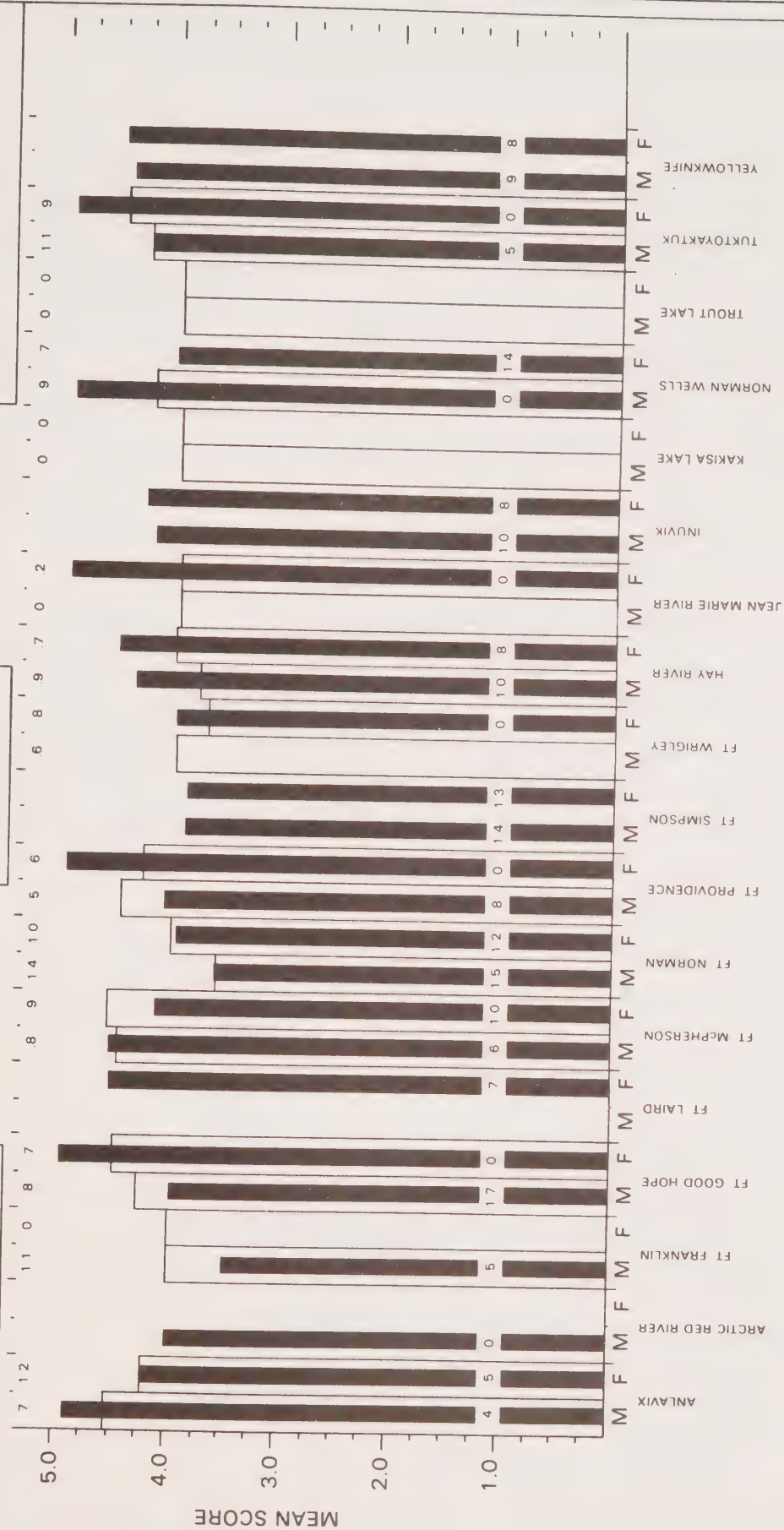
MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 018 R.C.M.P.

BY COMMUNITY



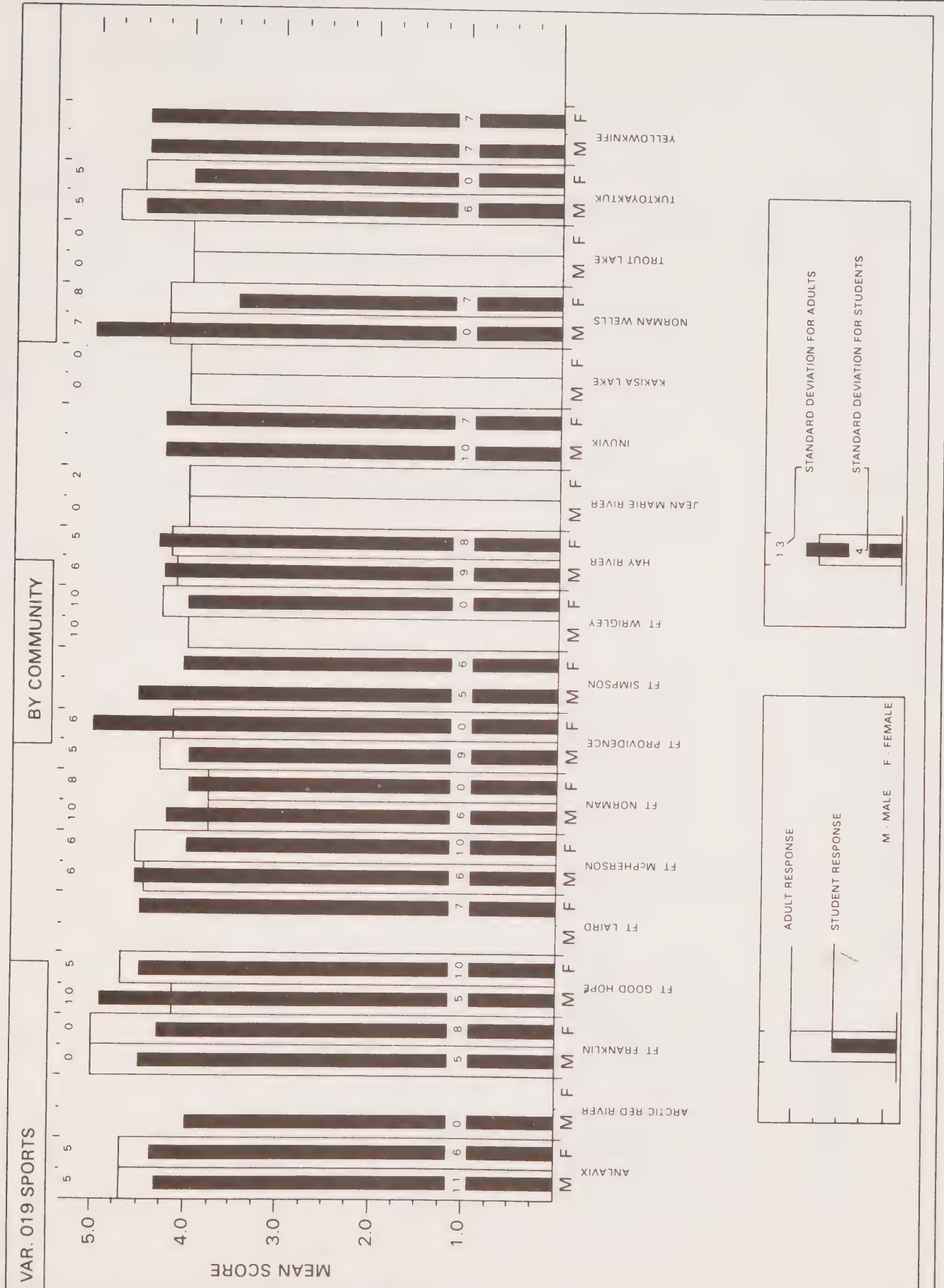
xii) Variable 019 SPORTS ACTIVITIES FOR THE CHILDREN

The attitude towards sports activities for the children was one that indicated that this was considered an important activity. The students generally rated this higher than the adults but not by significant amounts. Actually, the highest score (5.0) was indicated by the adults of Fort Franklin but there was only one respondent in that category for this question, so the results cannot be taken as being representative.

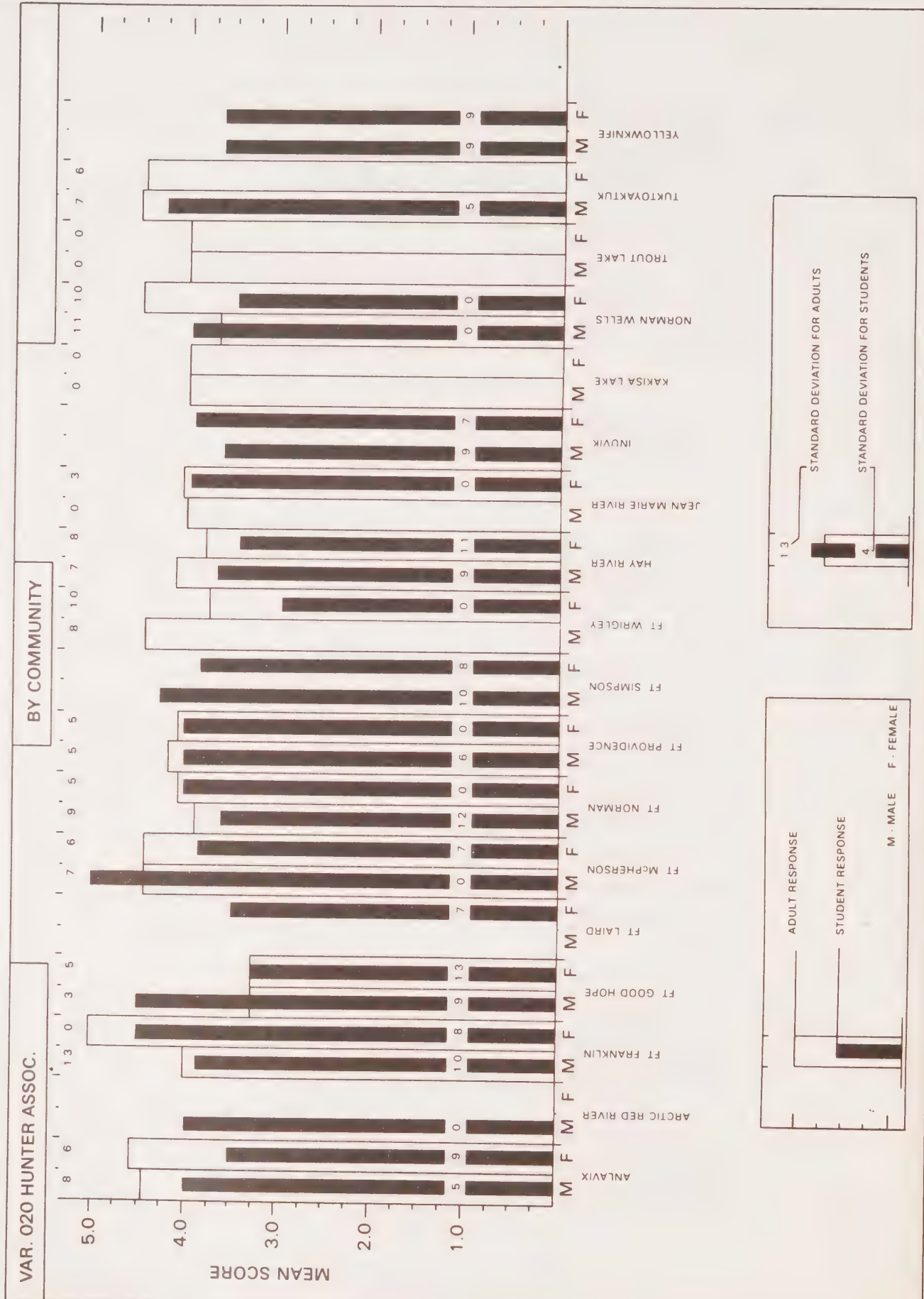
xiii) Variable 020 THE HUNTERS AND TRAPPERS ASSOCIATION

This question was rated important by most respondents except the adults from Fort Good Hope and the students from Fort Wrigley. However, there was considerable fluctuation in the responses. Scores range from a low of 3.0 to a high of 5.0 and every point in between seems to have been touched. Standard deviations are high in most cases and seem to indicate a wide disparity as to actual degree of importance. As we have shown, overall importance is indicated but within that space there is much fluctuation. We expect that this is largely due to the fact that fewer people are involved in traditional activities than previously so that many people are not even sure of the Hunter and Trappers Associations' duties or functions.

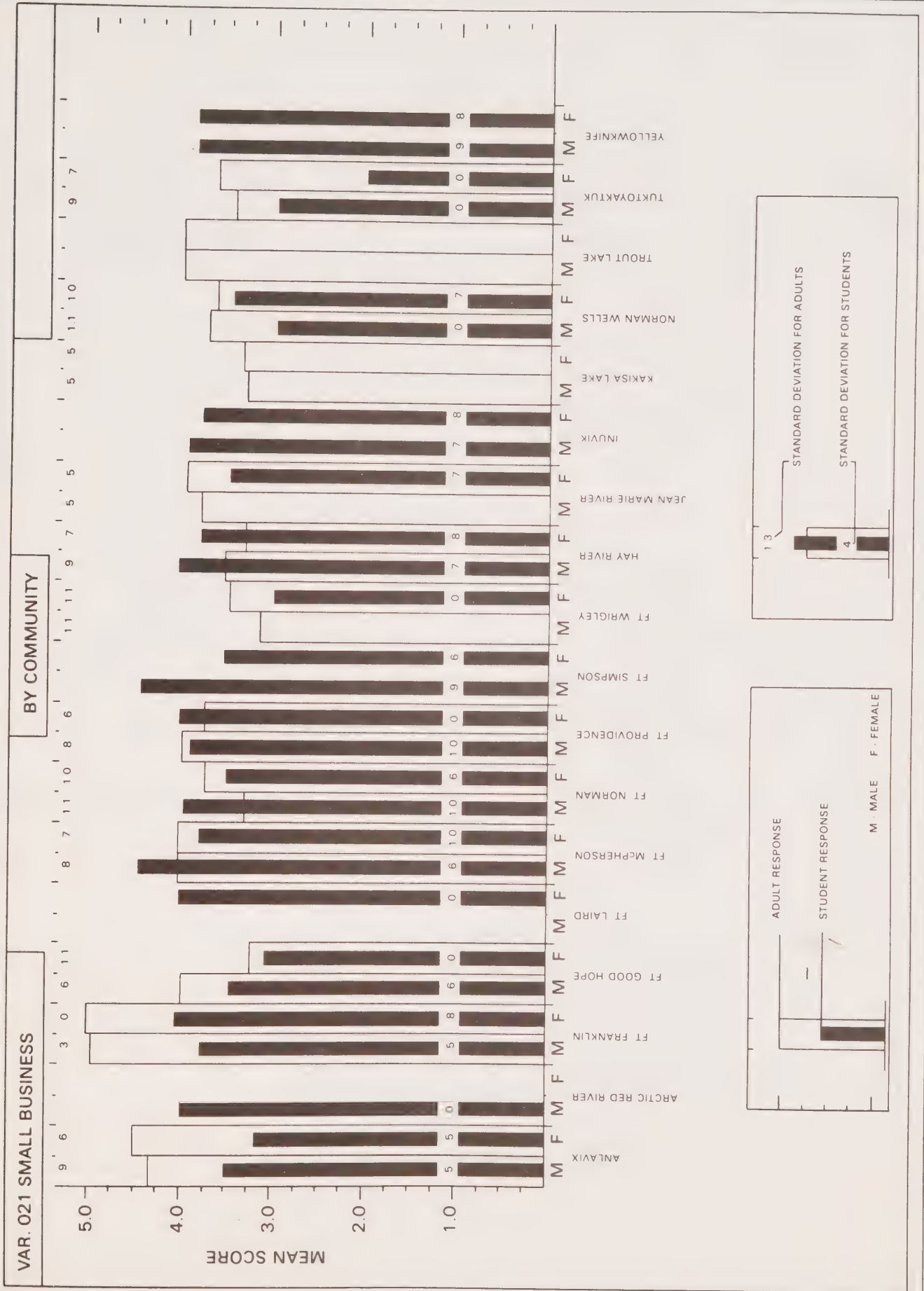
MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



xiv) Variable 021 SMALL BUSINESSES

The responses to this question were generally low with most of the means falling in the 3.3 to 4.0 range which still indicates importance, but it is not a strong indication. Students again rate this higher than do the adults in a number of cases, but the opposite is true as well so that the disparities are more or less balanced.

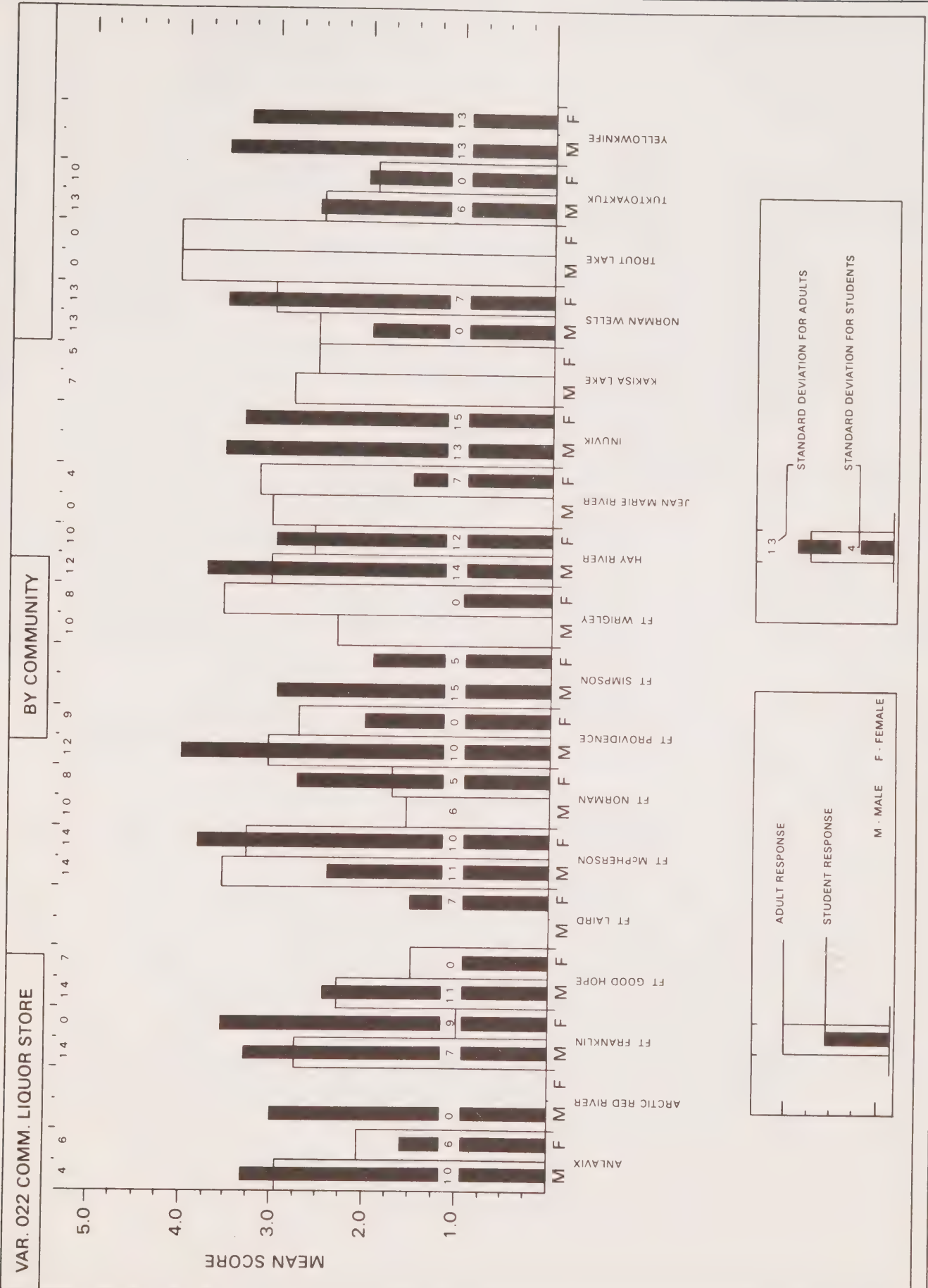
We cannot say definitely, simply from our survey, whether or not small business are important to the survey population; but results do seem to indicate an uncertainty of attitude. If this is really the case, there should be some work done here as small businesses make up a major portion of development activity.

xv) Variable 022 A LIQUOR STORE IN THE COMMUNITY

The responses to this question indicate that the people do not think that location of a liquor store in a community is important. We will even extend that to say that a community liquor store is not even desirable. Students tend to rate this activity higher in some cases, but the highest rating by students was the 4.0 given by those from Fort Providence. This may seem significant but when we look at the ratings of other variables by students, we find 4.0 as the average, not the absolute maximum.

Resultantly, we interpret the students' attitudes as being in close conjunction with those of the adults even though there are some numerical differences.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



xvi) Variable 023 OIL EXPLORATION ACTIVITY

The attitude toward this variable was mostly in the area of unimportance. Aklavik, Jean Marie River and Trout Lake recorded values around 4.0 but most others were around 3.5 or lower. Female students from Fort Providence and Jean Marie River recorded means of 5.0, but because there was no standard deviation we are reasonably sure there was only one or a very few persons in each area. As well, most students' responses fell closely in line with those from the adults, so we can say with reasonable confidence that the two student means of 5.0 were not representative.

xvii) Variable 024 CHILDREN LEARNING THE WAYS OF THEIR PARENTS

The student responses in this question ranged from means of 3.0 to 5.0 while most of the adult means were found in the 3.9 to 5.0 area.

This situation tends to indicate that the adults felt it was important for their children to learn the traditional ways, but the students did not think this was so important.

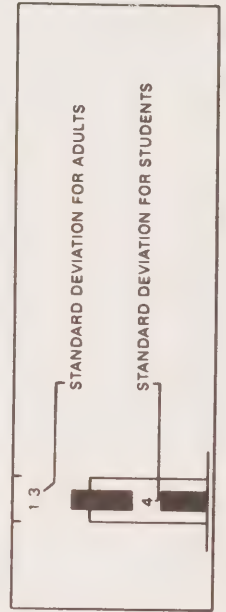
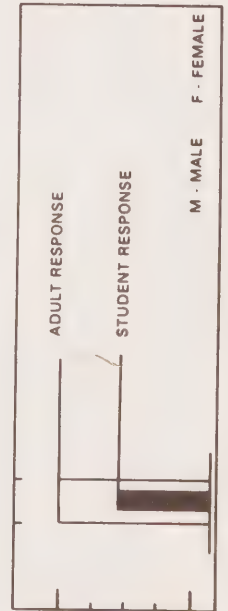
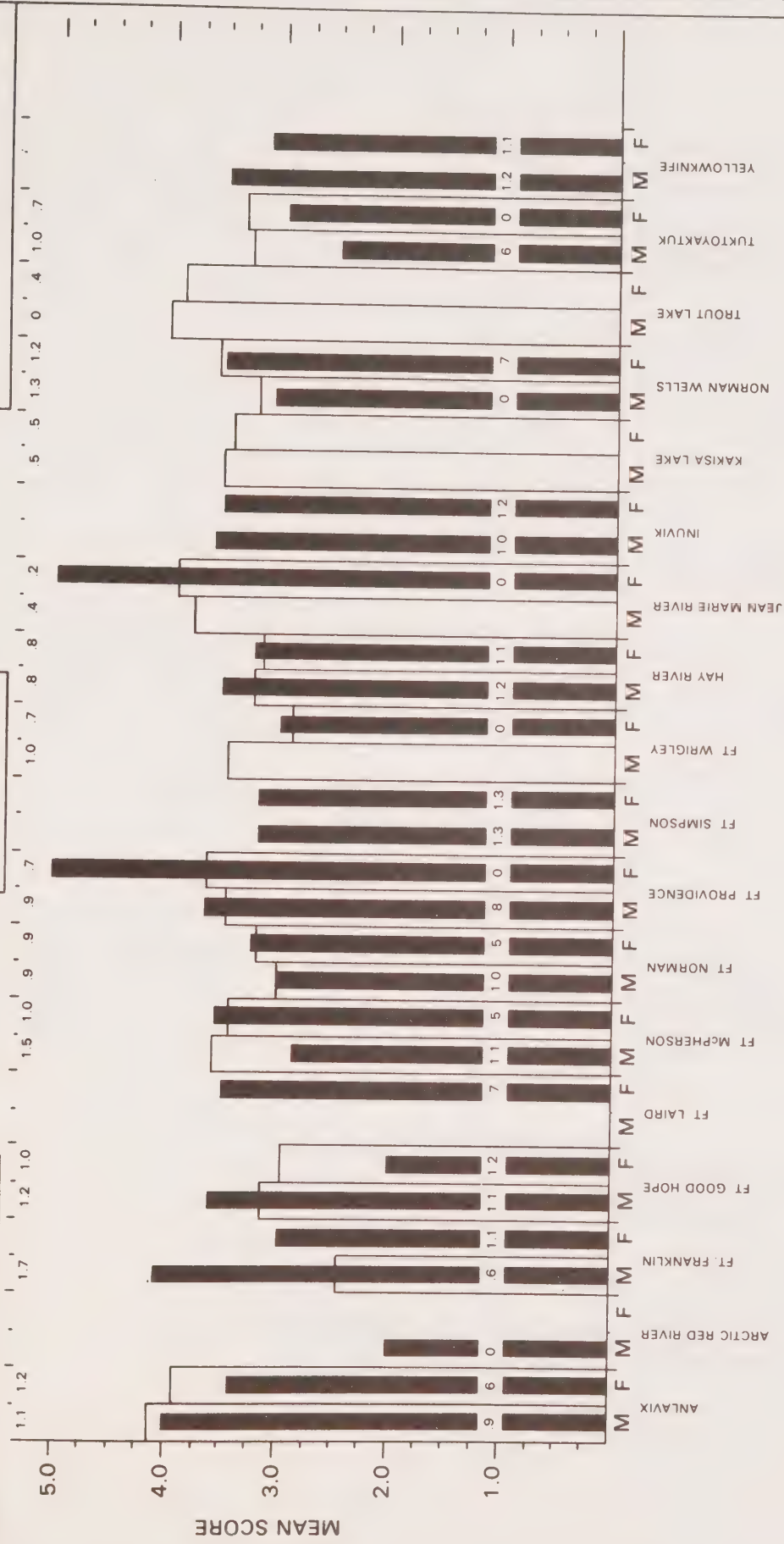
The scores were not far enough apart to indicate a definite difference in opinion but they do show a significant disagreement in degree.

Also, the standard deviations in the student responses were generally larger than those of the adults. This indicates that the students were much less agreed as a group on their opinions than were the adults. This could be due to the fact that there were more non-native students than adults in the sample, but it could also indicate an uncertainty among the students. We do not expect students to have their future planned while still in high school, but it is important that the decision about learning traditional ways be made before they are too old to absorb it.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 023 OIL EXPLORATION

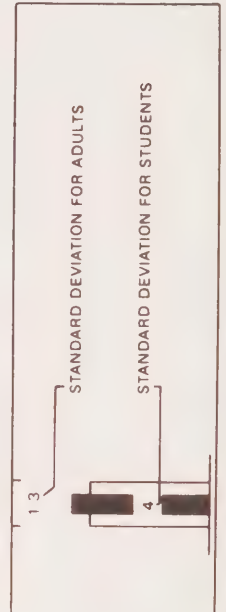
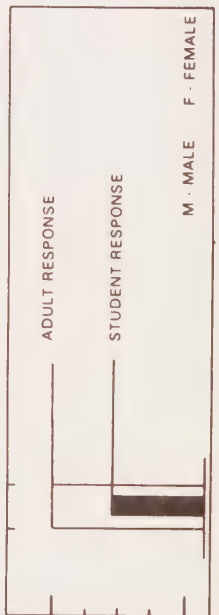
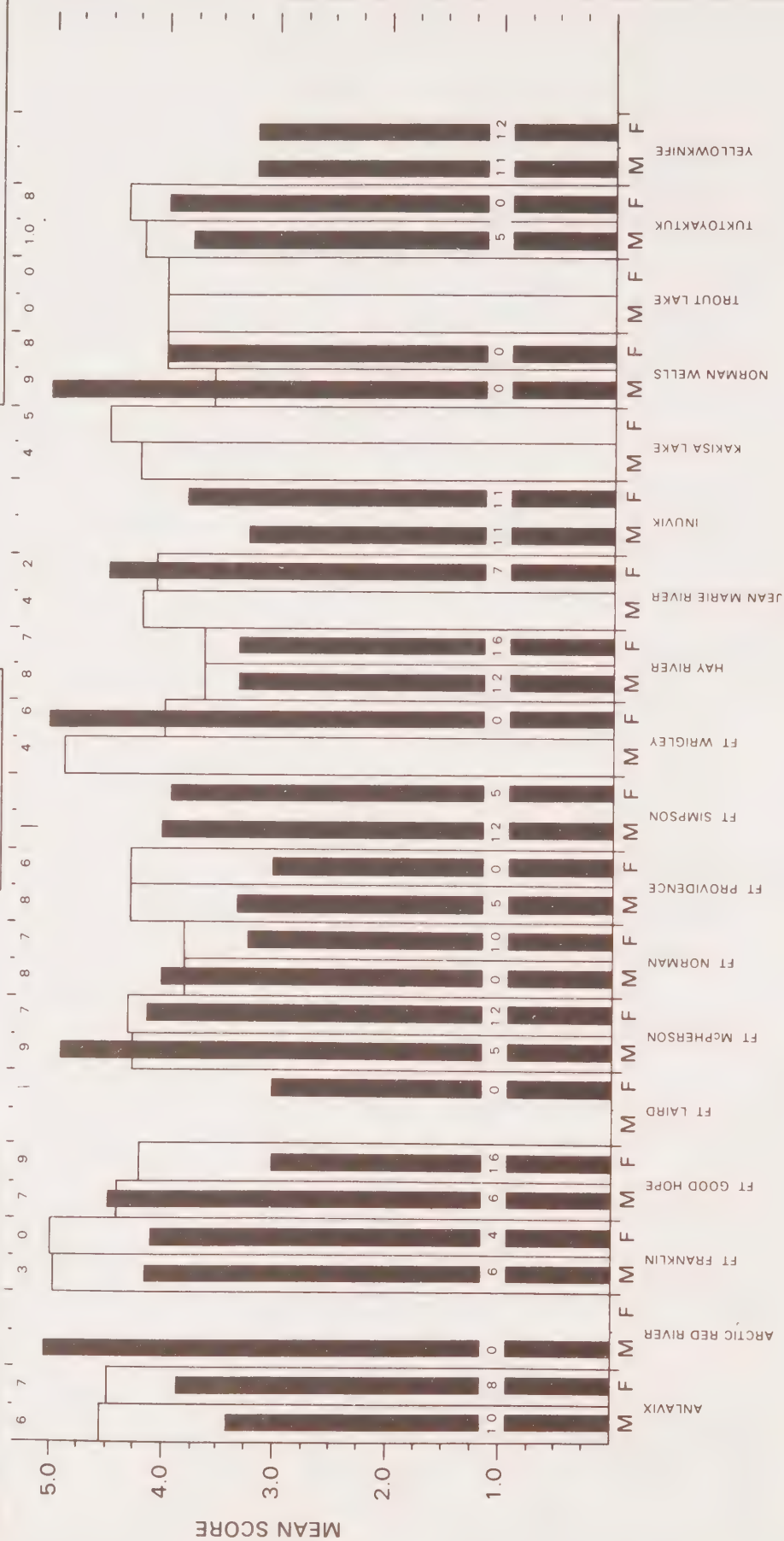
BY COMMUNITY



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 024 LEARNING PARENTS WAYS

BY COMMUNITY



xviii) Variable 025 CONSTRUCTION PROGRAMS IN
THE COMMUNITY

The attitude towards construction activity in a community is generally one of importance. The bulk of the responses center around 3.6, so the importance is not extremely strong, but it is consistent. Although there are a few readings of unimportance, both the students and the adults seem to indicate that they feel this activity is important.

The rating on this question is considerably higher than that which was given to oil exploration activity. The greater favorability towards construction seems to indicate that the building is seen as a more productive or valuable activity to the community. One would expect that the connotations of construction tend towards things like houses and offices and possibly road building, the benefits of which can be easily seen by the people. We do not see this importance being extended to pipeline construction because of the response to oil exploration, but this attitude cannot be substantiated by the results of our survey.

We feel that this is an area in which further study would prove extremely valuable.

xix) Variable 026 COMMUNITY MEETINGS

The majority of the mean scores for this question centered around the value of 4.0. Students seemed to agree quite closely with the adults and although both groups indicated some higher scores, there were very few lower scores.

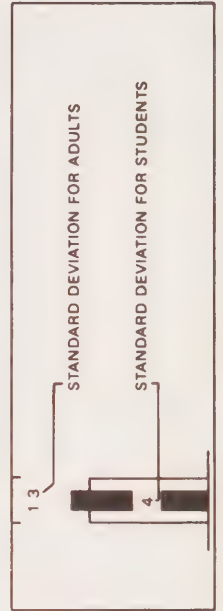
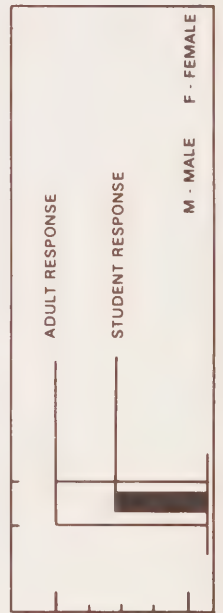
This agreement on attitudes seems to indicate that most of the respondents were involved to some degree in the community meetings. If they weren't, the age as well as other differences would tend to introduce more fluctuation.

These responses of importance illustrate the value of community meetings as seen by community members, but more importantly, this variable seems to have brought a large number of persons into agreement.

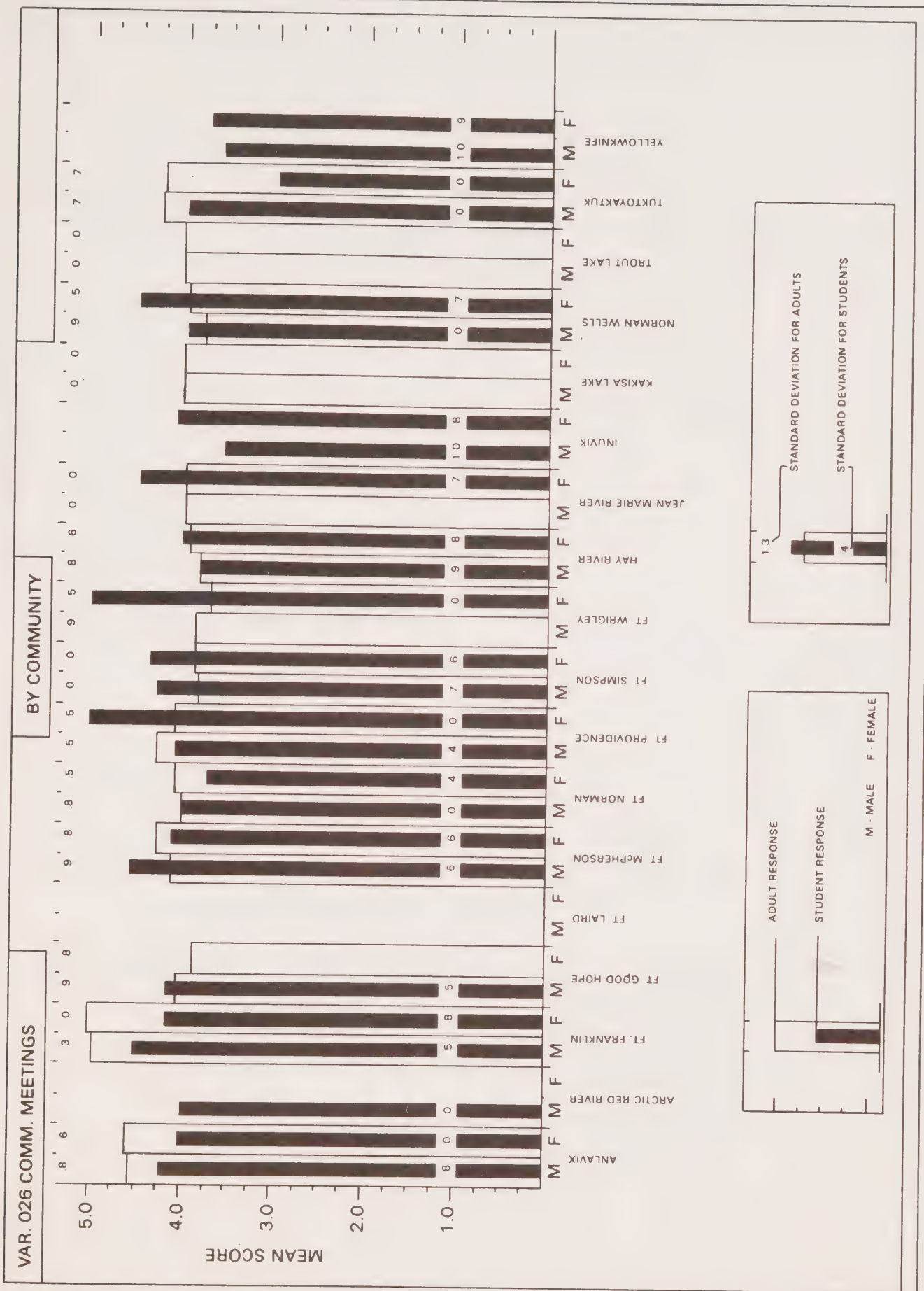
MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 025 CONSTRUCTION

BY COMMUNITY



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



xx) Variable 027 MAKING OF HANDICRAFTS FOR SALE
IN OR OUT OF THE SETTLEMENT

The adult respondents to this question indicated that the making of handicrafts for sale was important. The student responses, however, indicate very minimum importance or even unimportance.

These results are easily understood as it is the adults that make and rely upon the handicrafts for a good portion of their income. The students do not really have the ability or in many cases the desire to make handicrafts, so this is not considered important.

xxi) Variable 028 RECREATION ACTIVITIES FOR EVERYONE

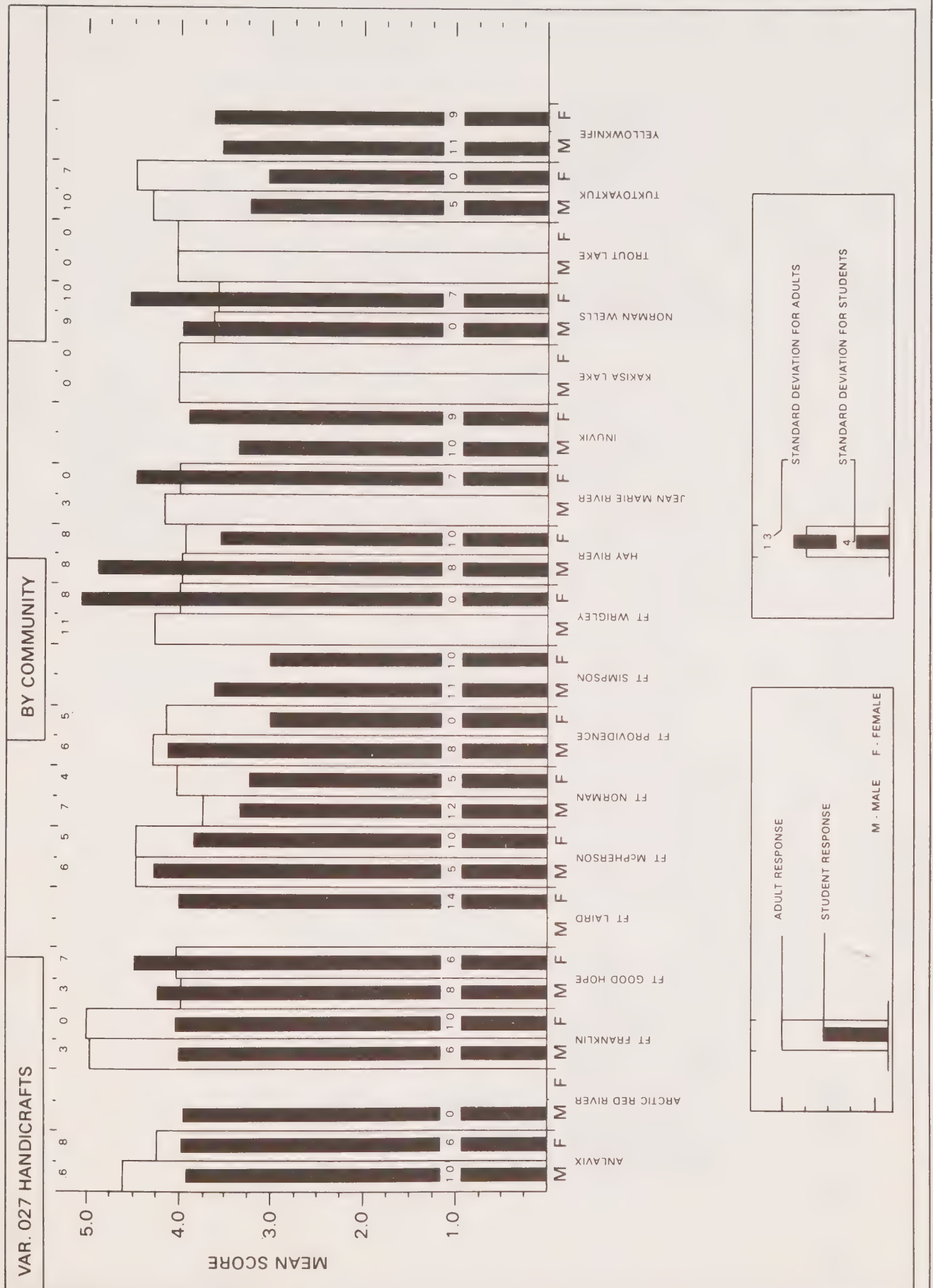
Overall, recreation activities are viewed as being important. The students in most cases indicate higher ratings, but they are not significantly enough higher to indicate any major differences in opinion. The results from this question are very similar to those obtained from the question of sports activities for the children.

xxii) Variable 029 HUNTING, TRAPPING AND FISHING

This activity was viewed as being important by all respondents except the female students from Fort Liard and a male student from Norman Wells. The students indicated attitudes almost parallel to the adults, which does not seem to agree with the results from the question dealing with learning of parents' ways by the children.

We could possibly explain this by saying that the student respondents must not view hunting, trapping and fishing as strictly parents' ways. However, it may be that the students recognize the value of this activity even though they may not think of it as something that is particularly important to themselves.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



xxiii) Variable 030 STUDENTS RETURNING TO THE
COMMUNITY TO LIVE AFTER THEY
FINISH SCHOOL OR SPECIAL COURSES

This question, like the one dealing with the learning of parents' ways, shows the students' attitudes indicating unimportance and the adults' indicating importance. The obvious interpretation is that the parents want their children to return home after schooling is completed but the students do not want to return.

Still, we must look at the reasons behind the students' attitudes. We feel that the greater lack of job or other opportunities and availability of entertainment at home than in the larger centers where schooling has been given is a greater reason for non-return than the fact of just not wanting to go home. When the students leave the community to go to school they are exposed to a more highly developed "civilization" and their wants naturally increase.

We feel that there must be a very conscious and definite attempt made to create meaningful employment opportunities in the smaller communities so that educated students can engage in worthwhile use of their acquired knowledge. Otherwise we may find the more isolated settlements getting smaller and smaller.

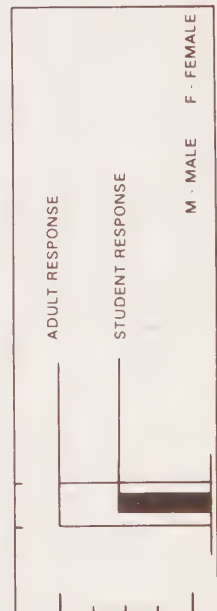
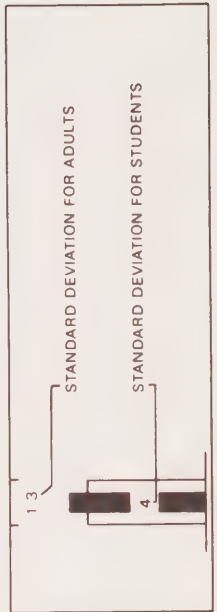
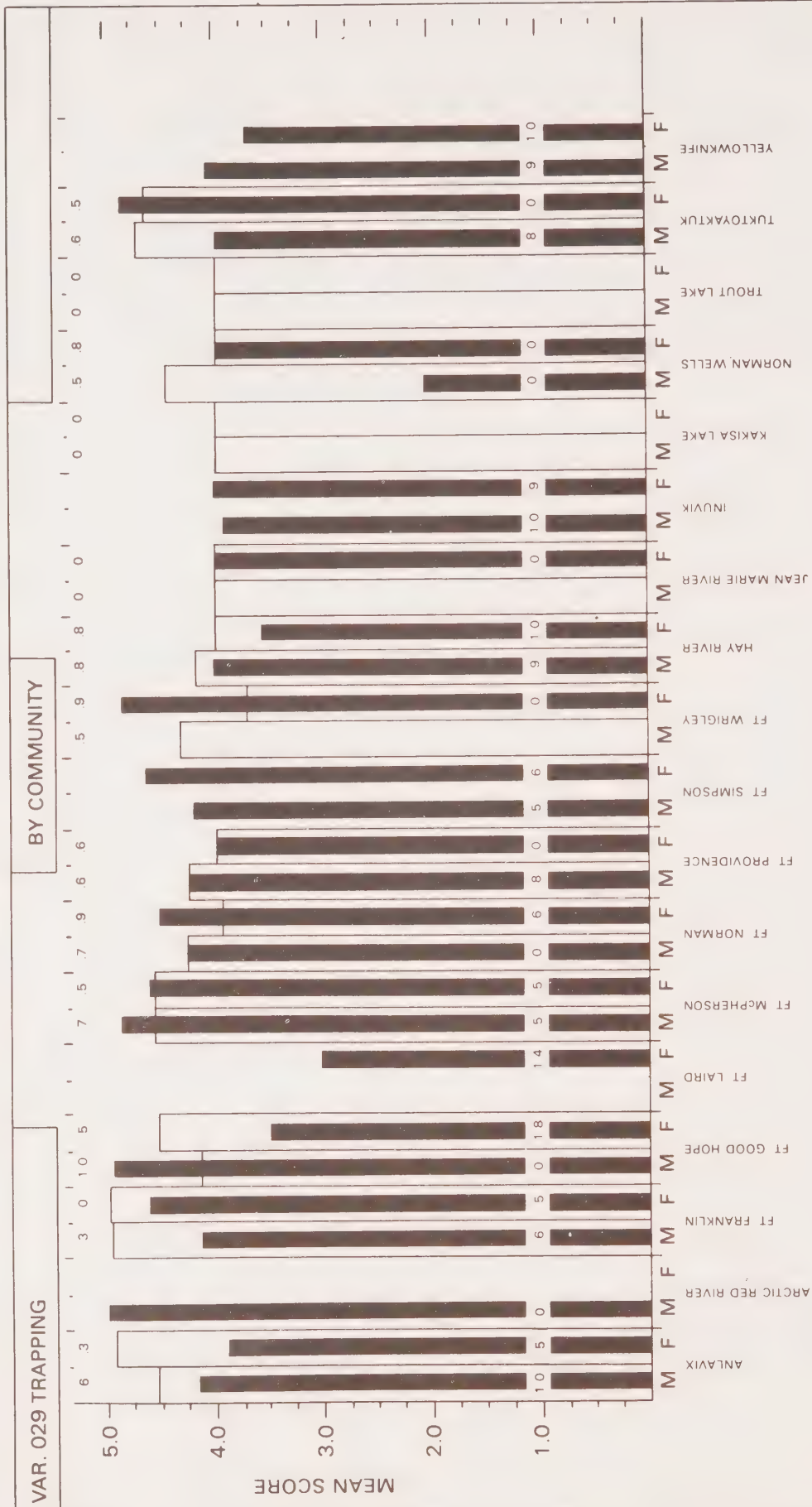
xxiv) Variable 031 SOCIAL ASSISTANCE (WELFARE)
PROGRAMS

Social Assistance Programs are received by both the adults and the students as being important with very little disparity in degree of importance in the attitude of the two groups.

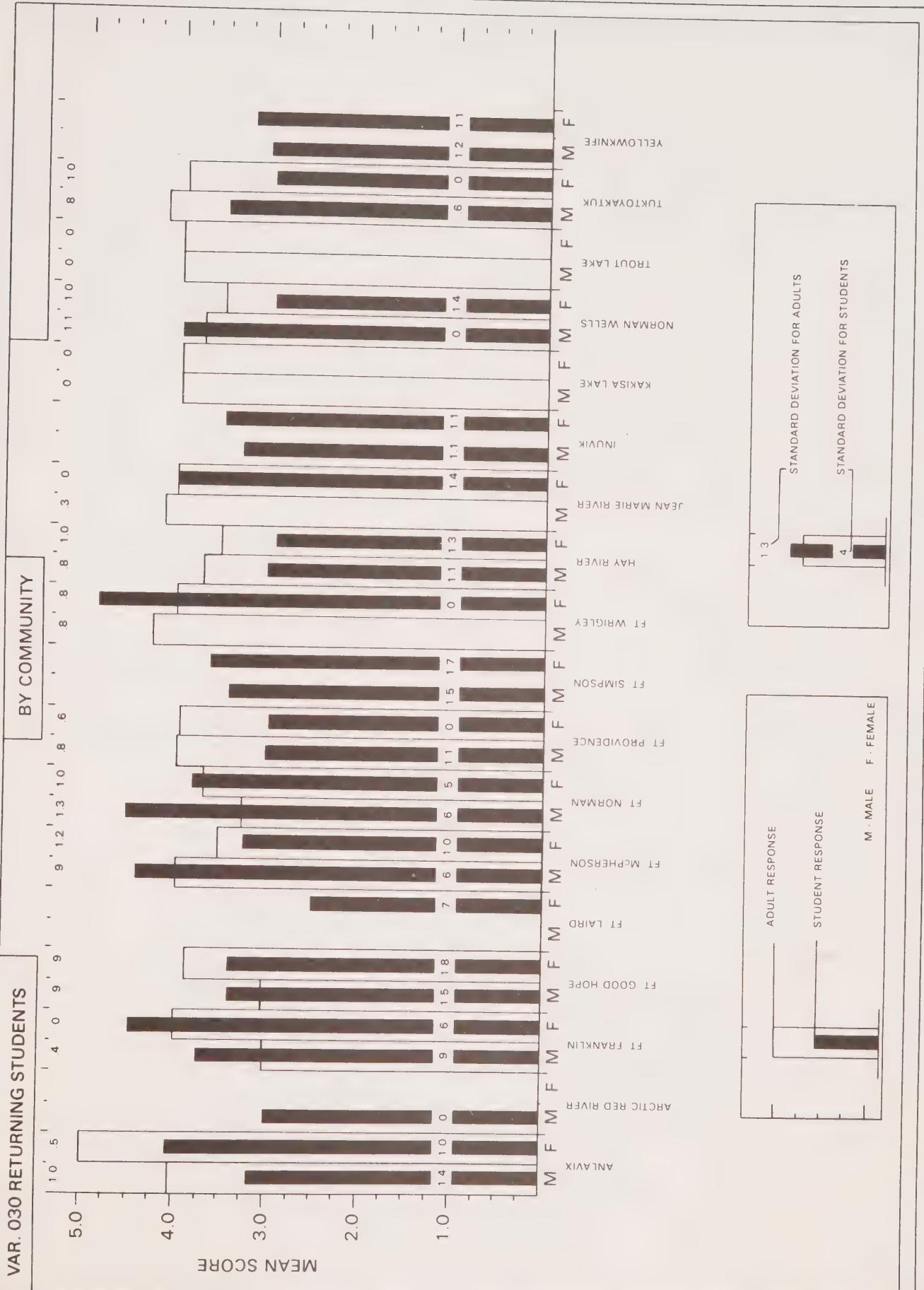
xxv) Variable 032 EDUCATION COURSES FOR ADULTS
IN THE COMMUNITY

Both adults and students viewed this activity as being important. Again there was very little difference in mean scores between the two groups. The standard deviations were normal for both segments of the study population, so we can reasonably assume that widely diverging opinions are not present.

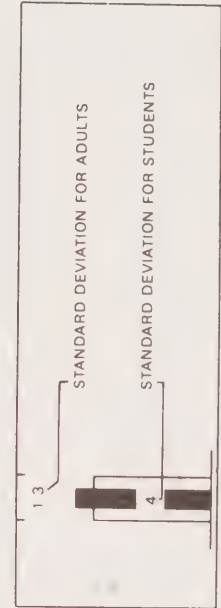
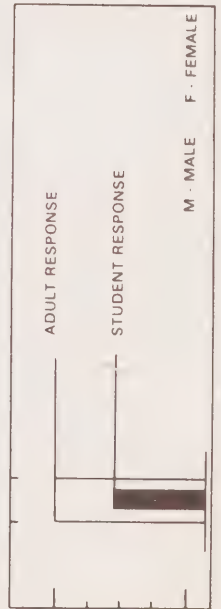
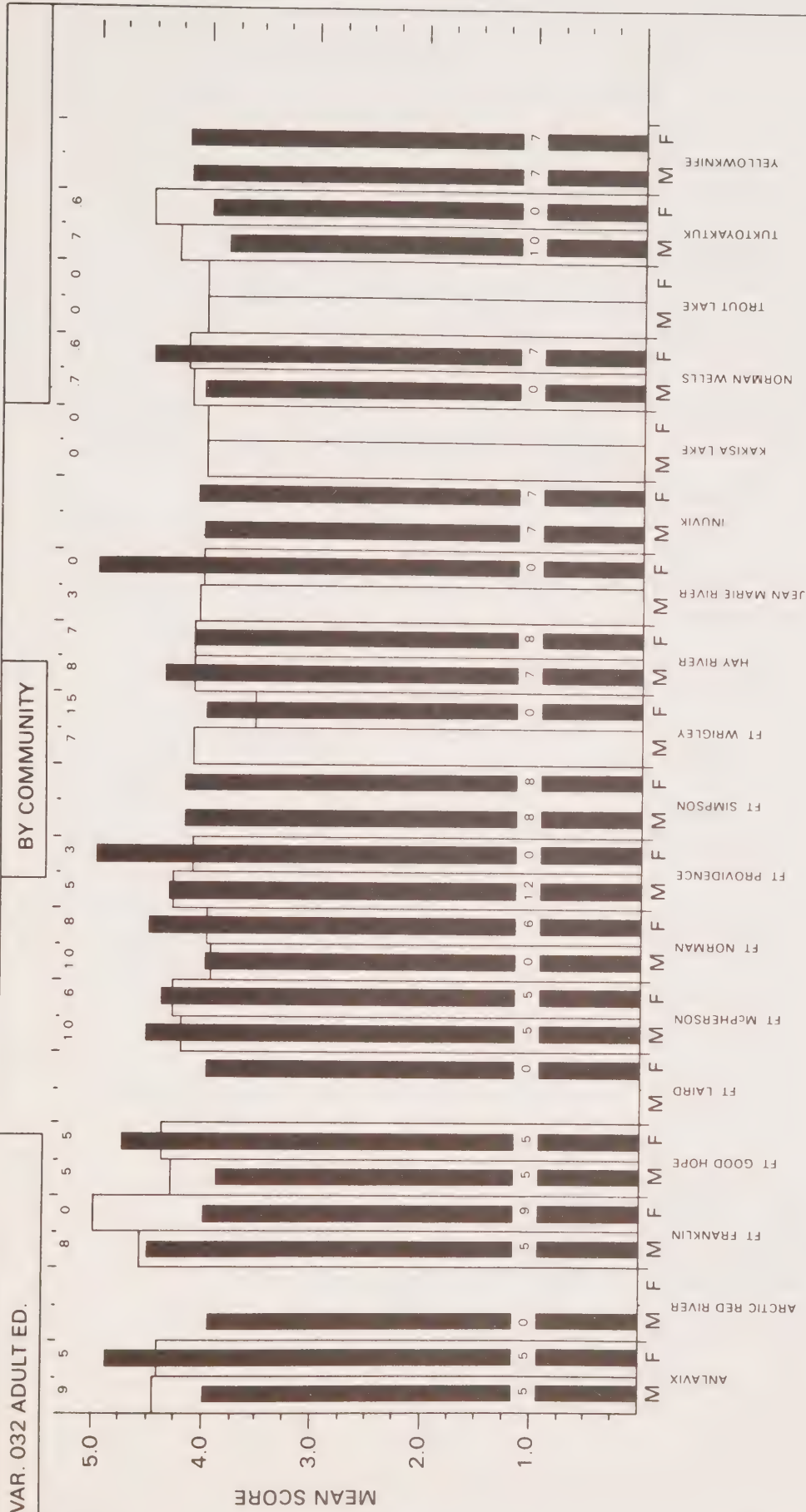
MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS



SUMMARY

As can be seen in the preceeding discussions of each question, the student and adult respondents have different opinions on many questions, but they do disagree strongly in areas related to following of traditional ways and planning for activities after education is finished.

The views of males and females within a group seem to be very equal, so that sex does not play a major role in determination of attitudes.

We cannot state definitely from the results of these questions the reasons for the answers given, but we do feel that the points outlined are reasonable, given the limitations of the research.

We will not attempt to summarize the results of the individual questions here as this would be redundant. We will say, though, that the overall trend of the responses indicated attitudes of favorability or importance towards the areas questioned. These results are valuable, but we feel that much more work in these areas is necessary before definite conclusions regarding the feelings of the people can be drawn.

We feel that further study is necessary to both supplement and verify our work so that a definite assessment of the feelings of the population on these and other questions can be made.

2. Attitude Response Evaluation of Individual Questions by Community of Residence, Ethnic Origin and School Attended

- a) Figures 26 and 27 are graphic illustrations of the mean score of an aggregate of the twenty-five attitude questions by home community and sex for adults and students. This means that the twenty-five questions examined individually in the preceeding pages were lumped together to give one mean and one standard deviation for the adults and students of each community. Generally, all of the respondents considered the twenty-five questions as a group to be important. The male responses were slightly higher than those of the females, but the difference was marginal. The same was the case with adults and students with the student responses being the higher ones.

The majority of the standard deviations were less than 1.0 with the students having the greatest variation. This indicates that the students were less closely in agreement with their attitudes.

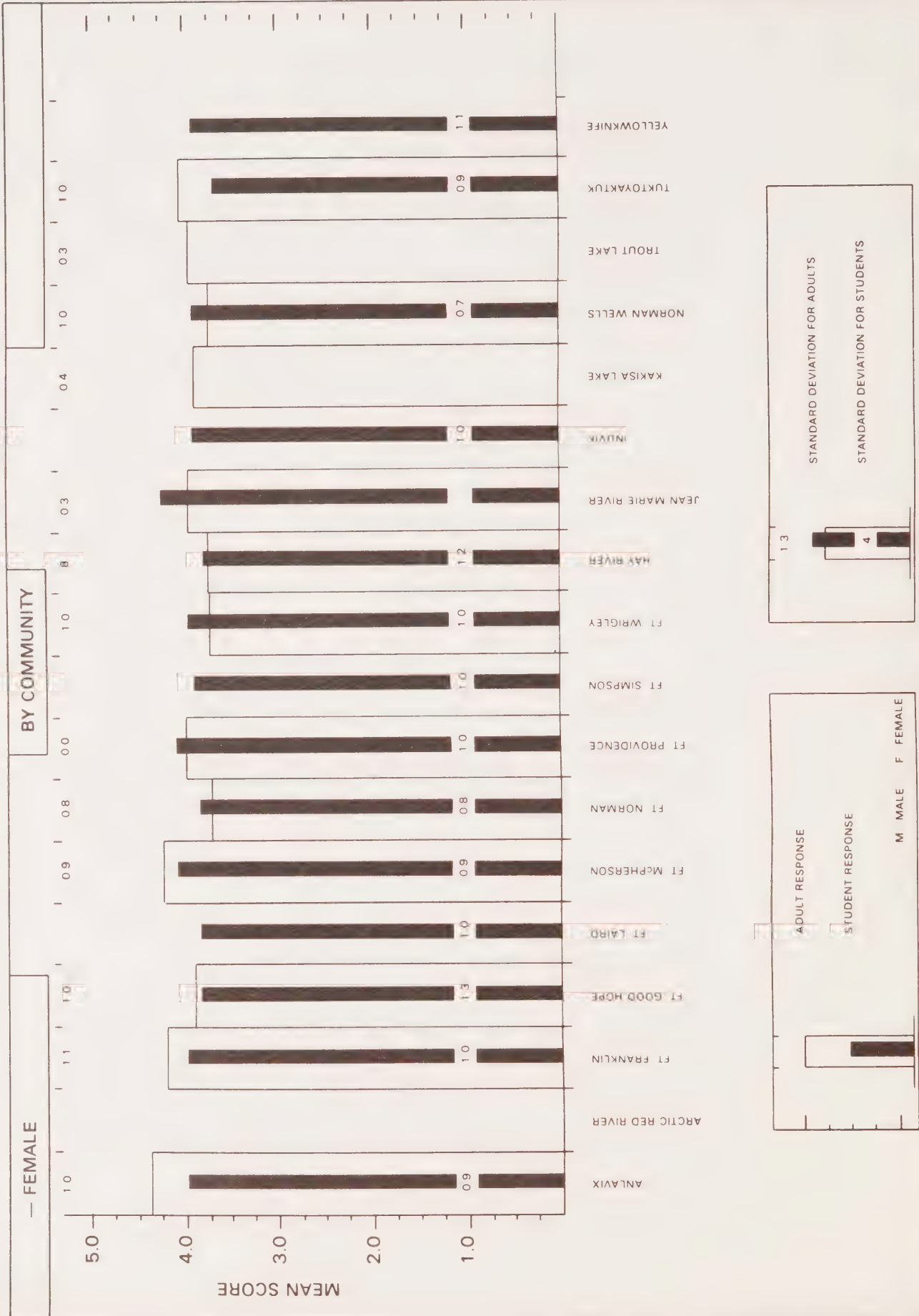
The first look we had at attitude scores for individual questions was categorized by home community for male and female adults and students. This portion of the analysis will include breakdowns by ethnic origins, marital status and school attended in order to assess the impact of these variables on the responses.

i) Variable 008 ENFORCEMENT OF CURFEW TIMES

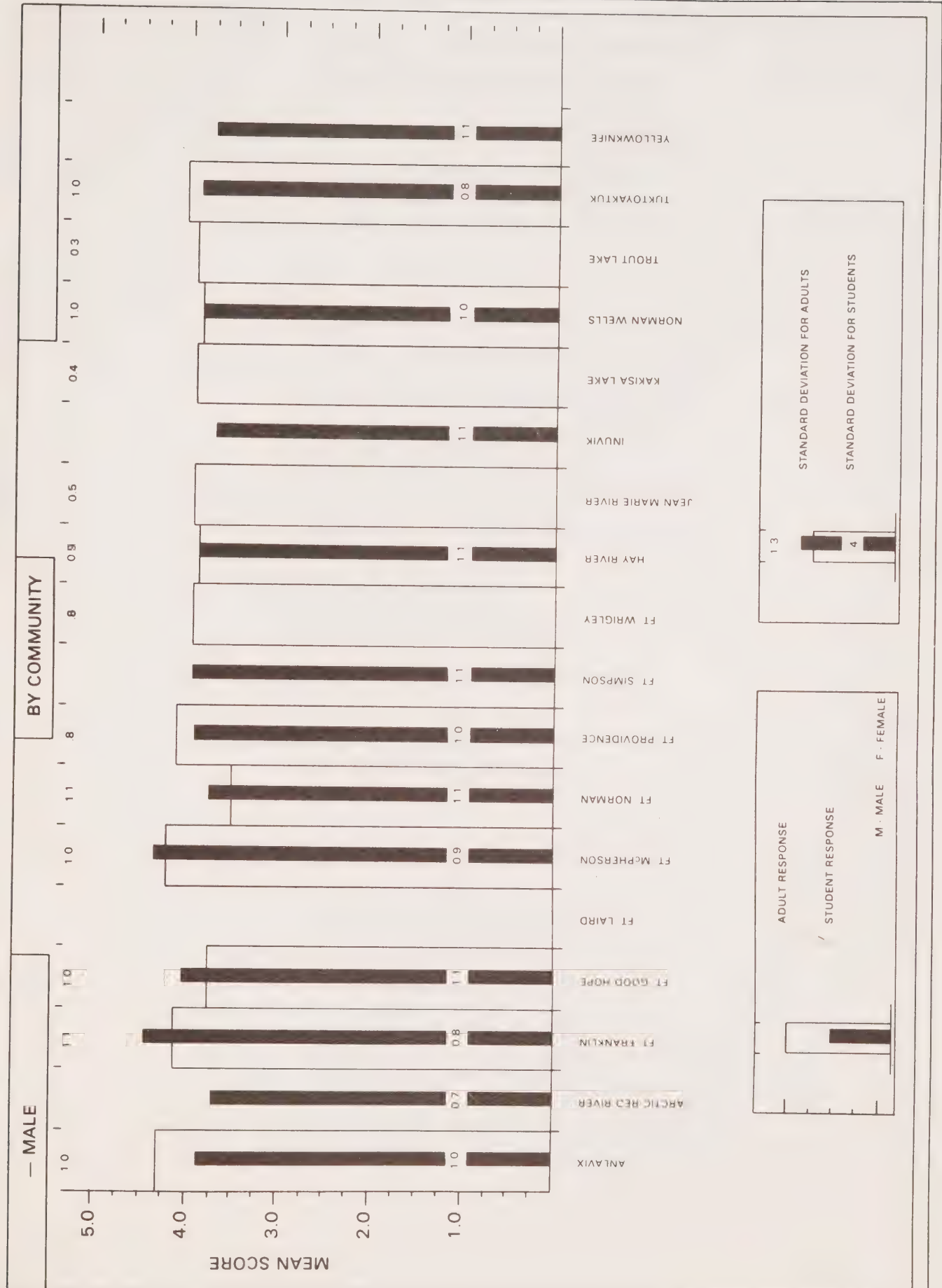
Students generally felt that curfew enforcement was unimportant with all schools noted giving almost identical scores.

Eskimo and Indian students rated this variable the highest, but still did not reach a score indicating importance. The adults gave slightly higher ratings, but the most interesting point is that there was more agreement between ethnic groups of adults and students than there was among a student or an adult group.

MEAN SCORE FOR AGGREGATE OF ATTITUDE QUESTIONS



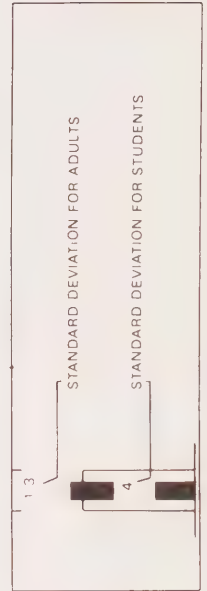
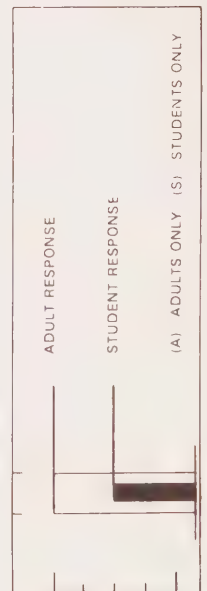
MEAN SCORE FOR AGGREGATE OF ATTITUDE QUESTIONS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 008 CURFEW

VAR. 009 SCHOOL



ii) Variable 009 THE SCHOOL

Responses in all the categories for this question fell between scores of 4.1 and 4.7; ethnic origin and school attended did not seem to affect the scores in any more than a most minor fashion. Going back to the earlier analysis by community we can see that the home community accounted for more variation than did any other grouping factor.

iii) Variable 010 A MAN OR OFFICE THAT HELPS
PEOPLE FIND JOBS AND COMPANIES
FIND WORKERS

The responses from Indian, Eskimo and Other students for this question all scored within a range of .2, from 4.5 to 4.7. When categorized by school, the variation rose only to .3 with the minimum score being 4.3 and the maximum 4.6.

The adult scores by ethnic origin varied a little more widely and were generally lower, but the difference was not significant. Married versus single responses were identical.

iv) Variable 011 THE SETTLEMENT COUNCIL

Responses for this question were a bit more varied than for the question above. Adult responses were higher, although only slightly than those of the students. All responses indicated importance with the highest score of 4.4 from the Indian group and the lowest of 3.7 from the students of Yellowknife Public School.

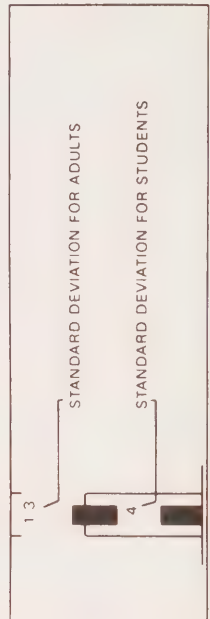
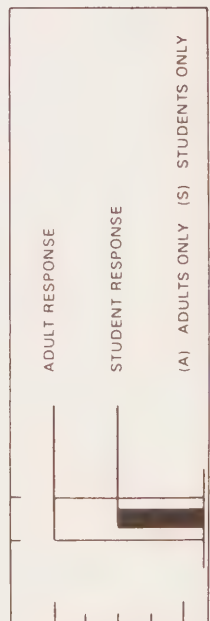
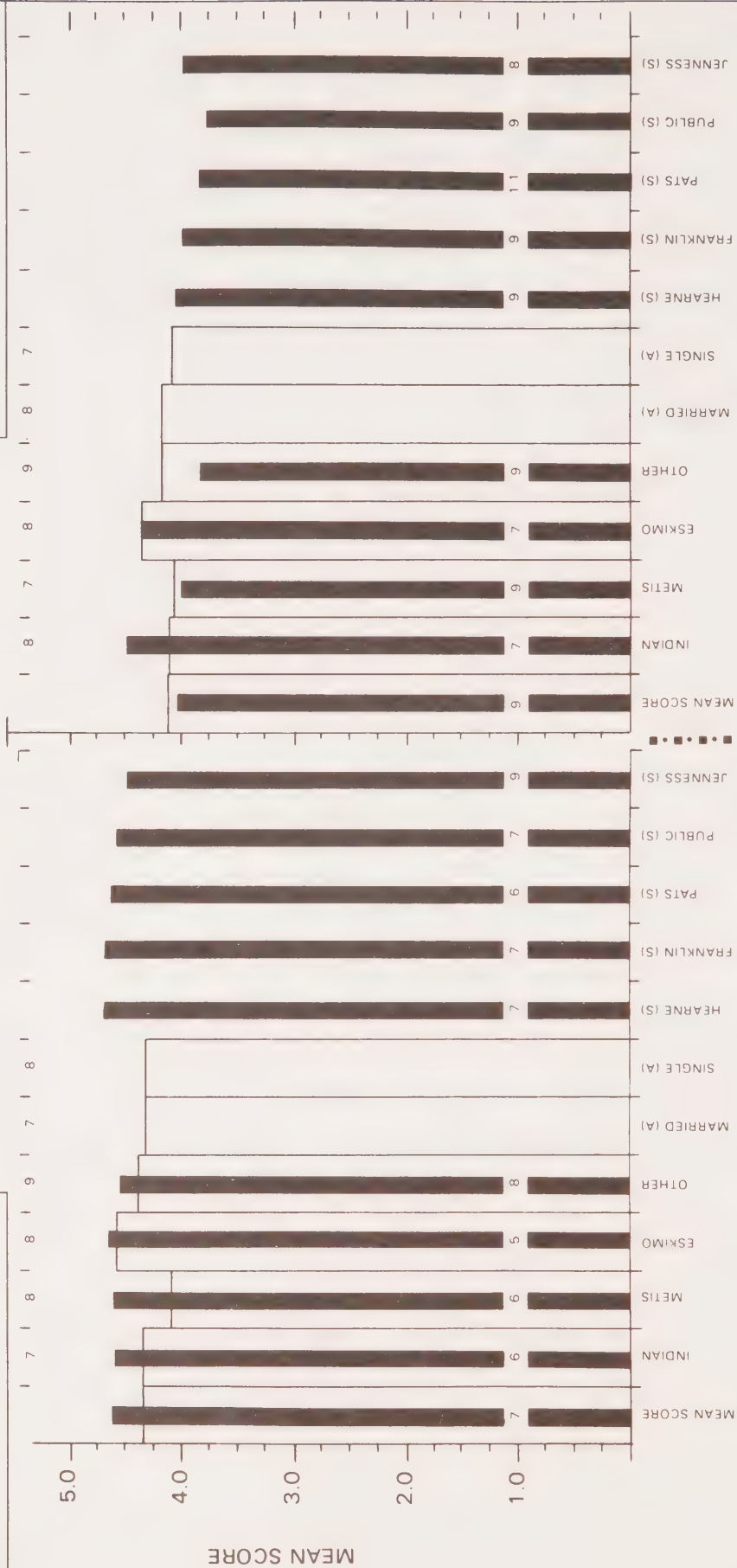
v) Variable 012 COURSES WHICH PREPARE PEOPLE
FOR WORK

In this question students again recorded the highest score, but all of the responses by both adults and students for all the groups were in the range of 4.1 to 4.6. There was little variation among the different groups.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 010 JOB HELPER

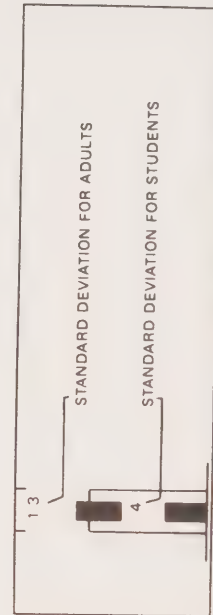
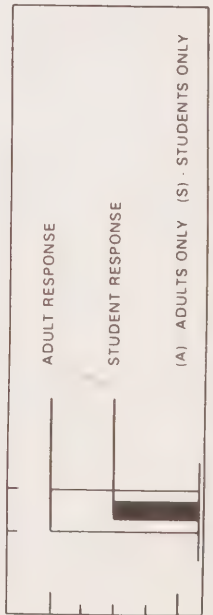
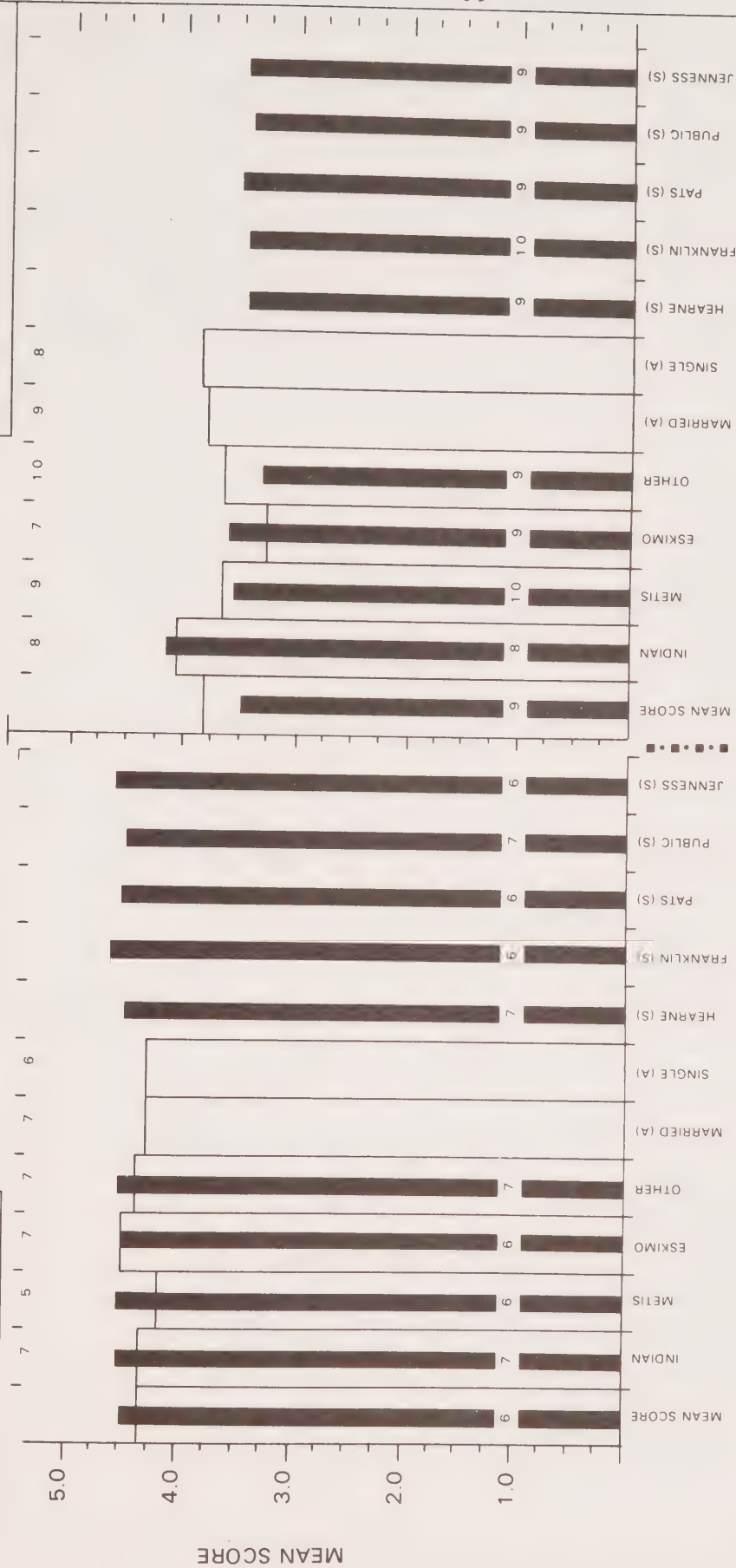
VAR. 011 SETTLEMENT COUNCIL



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 012 COURSES

VAR. 013 BAND COUNCIL



vi) Variable 013 THE BAND COUNCIL

The adult respondents viewed the Band Council as being mildly important with means ranging from 3.2 to 4.0, the majority lying in the 3.6 to 3.8 range. Students generally felt this organization to be unimportant, but the means were closely clustered in the 3.3 to 3.5 range. The Indian students were the only exception, their mean being 4.1.

vii) Variable 014 THE EDUCATION COMMITTEE

In all categories, this organization was viewed as being one of importance. The means ranged from 3.8 among the Métis adults to 4.3 among the Indian students. Again there was little deviation in the responses.

viii) Variable 015 THE HOUSING ASSOCIATION COUNCIL

The next variable was concerned with the importance of the Housing Association Council. There was little difference in opinion among the various categories with the mean centering around 4.0. All respondents felt that the council was important.

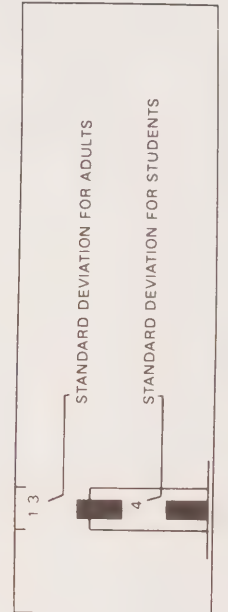
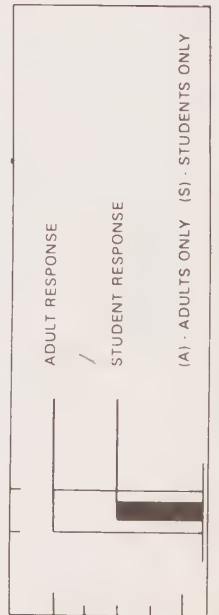
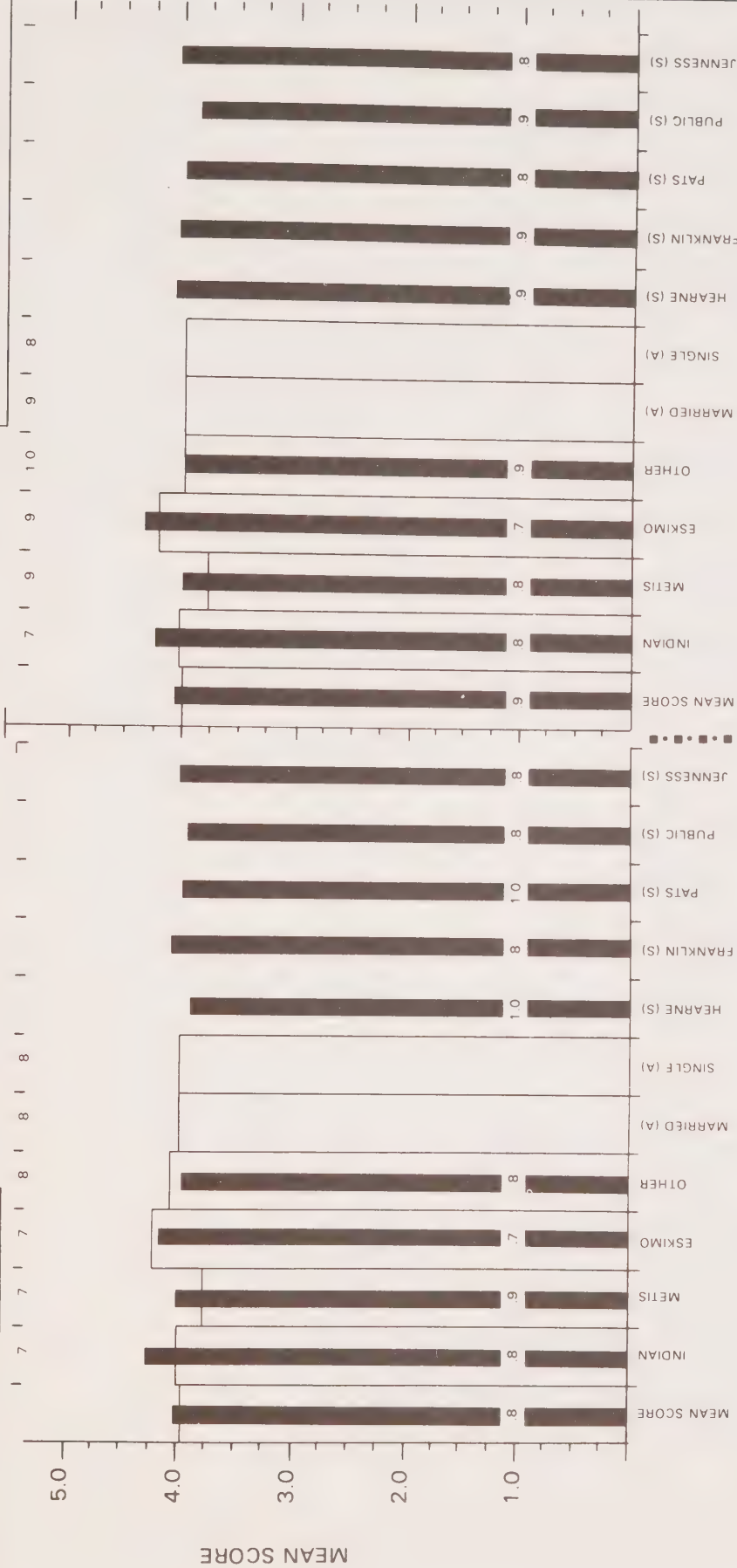
ix) Variable 016 CONTROL OF LIQUOR BY SETTLEMENT OR BAND COUNCIL OR BOTH

In most cases adults viewed this issue as being unimportant with means ranging from 3.1 to 3.4. However, the adults in the ethnic category of Other viewed this variable as being an important one and they had a mean of 3.9. The students felt that this was an important issue with means ranging from 3.6 to 3.8. It should be noted, though, that these responses were diversified with a standard deviation of greater than 1.1, which indicated substantial variation in opinion within the student group.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 014 EDUCATION COMMITTEE

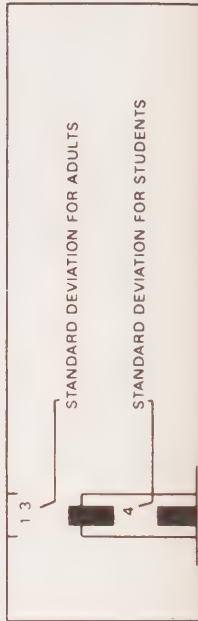
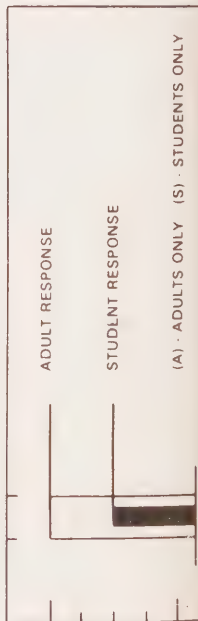
VAR. 015 HOUSING ASSOC. COUNCIL



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 016 LIQUOR STORE

VAR. 017 FULLTIME JOB



x) Variable 017 A FULL TIME JOB FOR EVERYONE
IN THE COMMUNITY

The next variable was concerned with a full time job for everyone in the community. All respondents, both adults and students, thought it important that everyone have a full time job. The students at the public school thought it the least important as they had a mean of 3.5, and the Franklin School students thought it most important as they had a mean score of 4.6. There was very little spread in the responses with the exception of those from the public school students which had a standard deviation of 1.1.

xi) Variable 018 THE R.C.M.P.

All respondents valued the services of the R.C.M.P. and considered them to be important with means ranging from 4.1 to 4.6. Again there was little deviation with the exception of the adult Others who had a standard deviation of 1.1.

xii) Variable 019 SPORTS ACTIVITIES FOR THE
CHILDREN

The overall attitude of the respondents on this question was that sports activities were important. The variation in scores was very small with both adult and student scores ranging from 4.2 to 4.6.

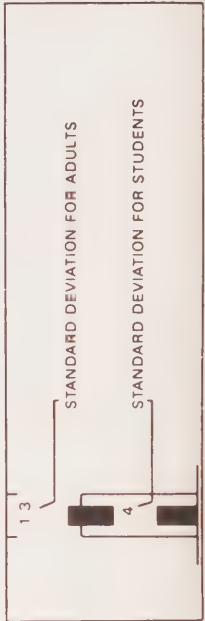
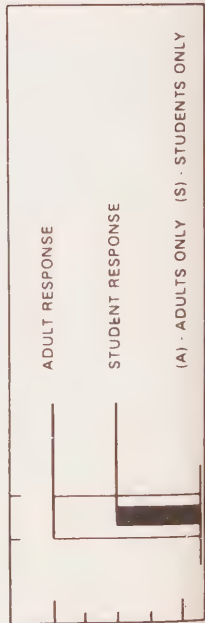
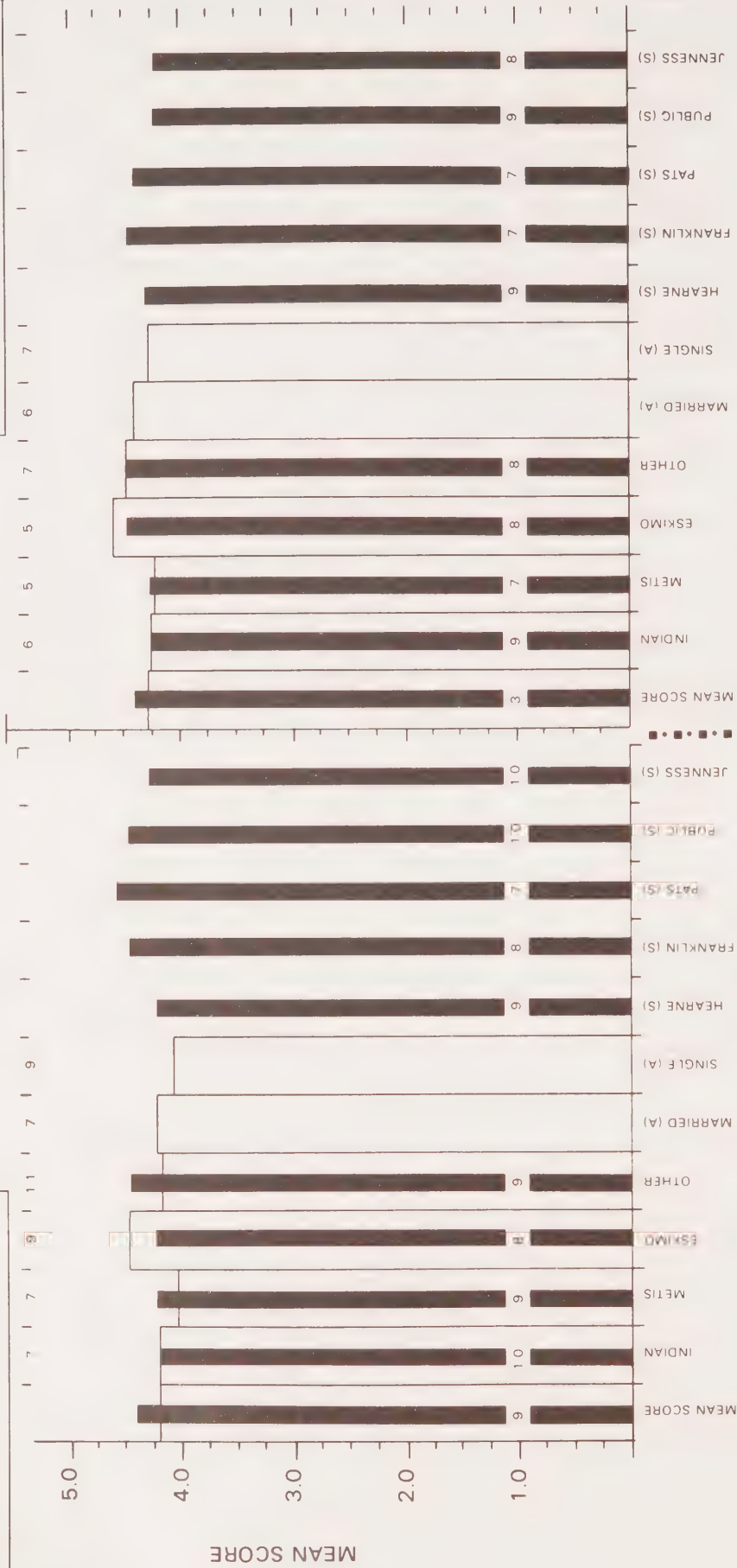
xiii) Variable 020 THE HUNTERS AND TRAPPERS
ASSOCIATION

The next variable dealt with the importance of the Hunters and Trappers Association. All respondents felt that this association was important in varying degrees. The Eskimo adults felt it was very important as they had a mean of 4.6. The students tended to view the association as being less important than did the adults. Once again there was little deviation from the mean.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 018 R.C.M.P.

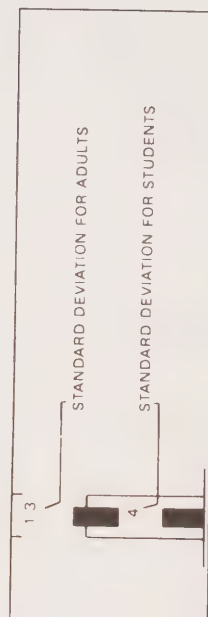
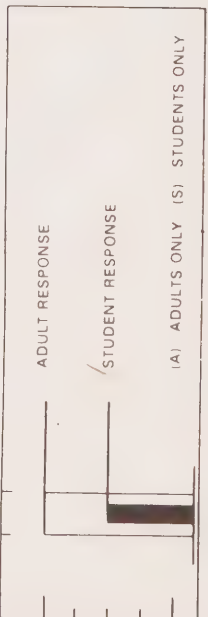
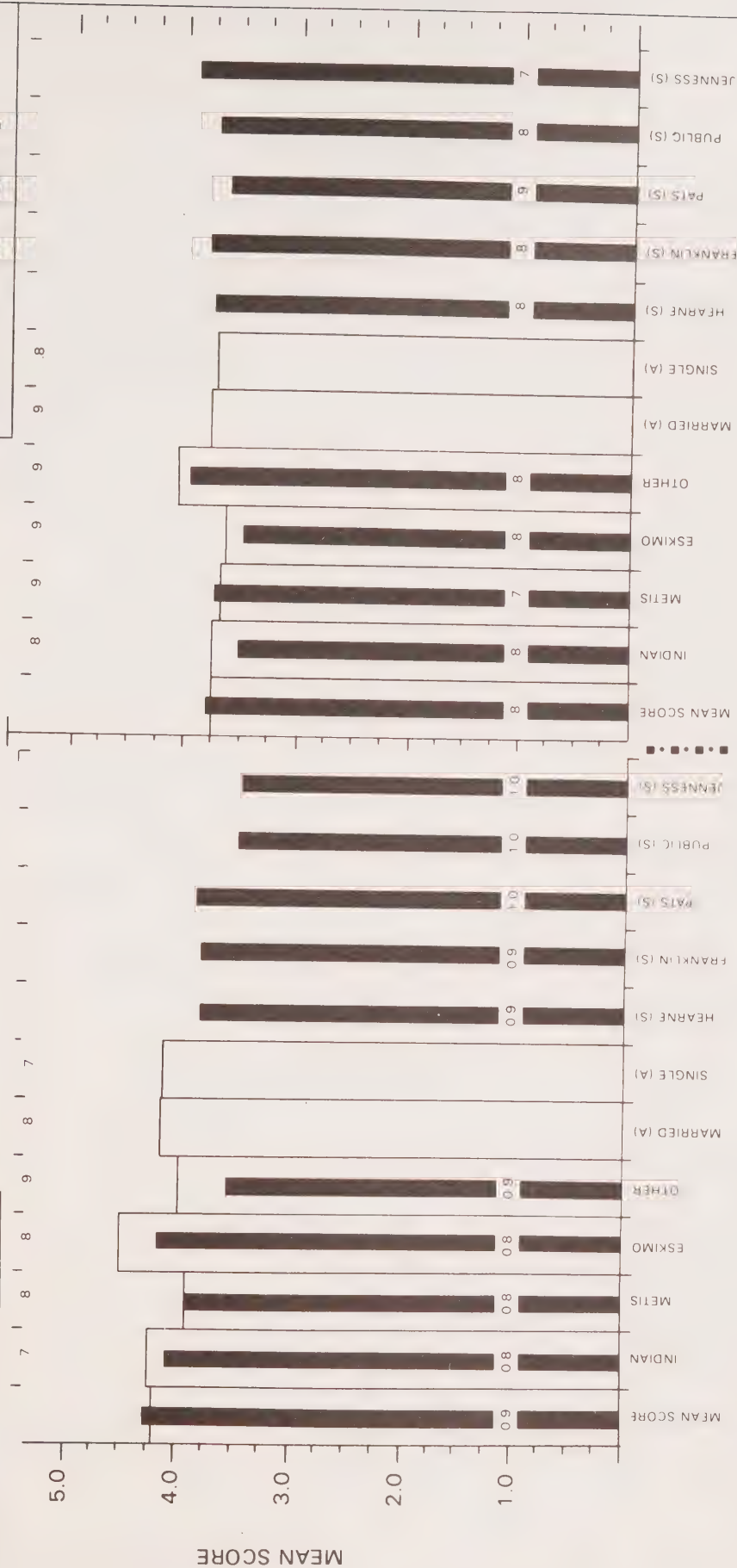
VAR. 019 SPORTS



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 020 HUNTER ASSOC.

VAR. 021 SMALL BUSINESS



xiv) Variable 021 SMALL BUSINESSES

This variable dealt with the importance of small businesses in the community. All categories viewed them as being important to the community, with the exception of the Eskimo students who had a mean score of 3.5. Respondents in the Other category felt that small businesses were more important than did the other ethnic groups as they had a mean of 4.1.

xv) Variable 022 A LIQUOR STORE IN THE COMMUNITY

The issue of the community liquor store was viewed as being unimportant. Adults felt that it was less important than the students did. The adults mean ranges from 2.1 among the Eskimos to 3.0 among the Métis. It was interesting to note that there was quite a difference in opinion between the married respondents, who had a mean of 2.5, and the single respondents, who had a mean of 3.0. The students in turn had means ranging from 2.3 among the Eskimo students to one of 3.6 among the Other students. It should be noted that of all these categories, the Eskimos, both adults and students, placed the least value on a community liquor store. There was considerable difference in point of view on this question among the respondents of various categories, as the standard deviation in all categories was greater than 1.0.

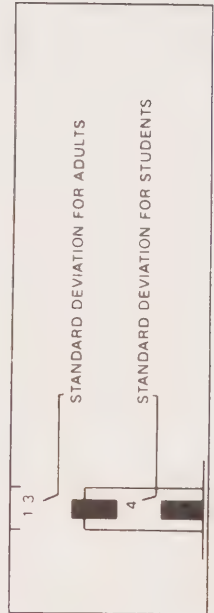
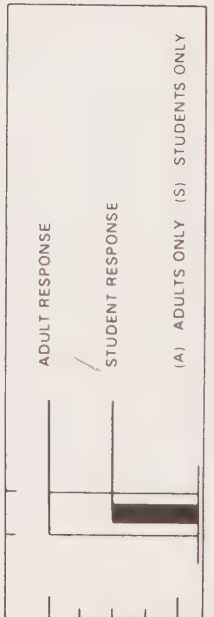
xvi) Variable 023 OIL EXPLORATION ACTIVITY

All the categories viewed oil exploration as being unimportant with the exception of adult Others who considered it to be of the utmost importance as they had a mean of 4.9. There was little deviation among the adult respondents, but the students varied quite a bit in their responses, with some viewing oil exploration as being marginally important and others viewing it as unimportant.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 022 COMM. LIQUOR STORE

VAR. 023 OIL EXPLORATION



xvii) Variable 024 CHILDREN LEARNING THE WAYS
OF THEIR PARENTS

This variable questioned the importance of children learning the ways of their parents. All of the adult respondents considered this to be an important part of community life. There was a difference of opinion, however, among the students. The Métis and Other categories felt that this issue was unimportant while the Eskimo and Indian students had means of 4.1 and 3.9, respectively. The Hearne School students felt that learning their parents' ways was valuable as they had a mean of 3.6. It should also be noted that the Eskimo and Indian adults of all categories placed the most value on this question as they had means of 4.4 and 4.2, respectively. There was a lot of diversity in the responses by both the adults and students, but the students' variance was greater overall, the responses were quite similar to those given when the attitude scores were broken down by home community.

xviii) Variable 025 CONSTRUCTION PROGRAMS IN
THE COMMUNITY

In all the response categories both adults and students were consistent in their viewpoint that construction programs were important. The mean scores ranged from 3.8 to 4.1 with little deviation in the responses.

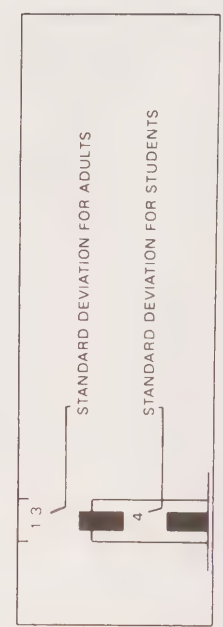
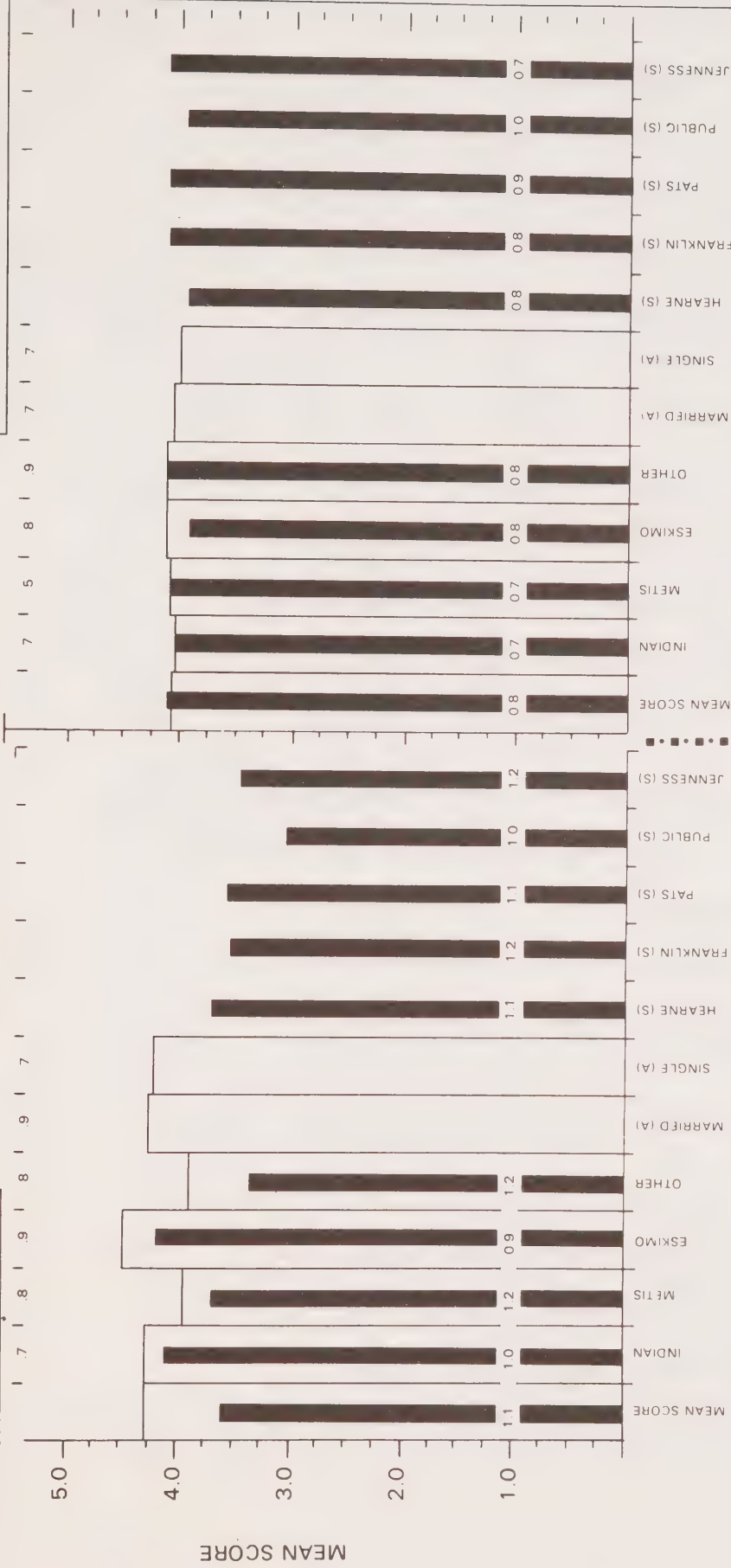
xix) Variable 026 COMMUNITY MEETINGS

The next variable queried the importance of community meetings. Again all categories were in agreement that community meetings were of significant value to the community. The means ranged from 3.75 to 4.32. The Indians and Eskimos, regardless of age, felt that these meetings were more important than other categories.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 024 LEARNING PARENTS WAYS

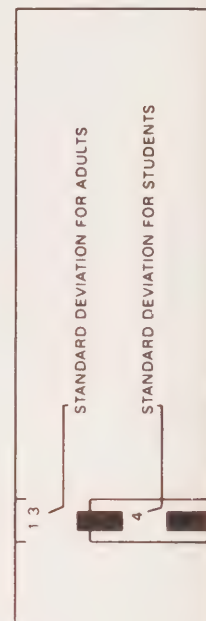
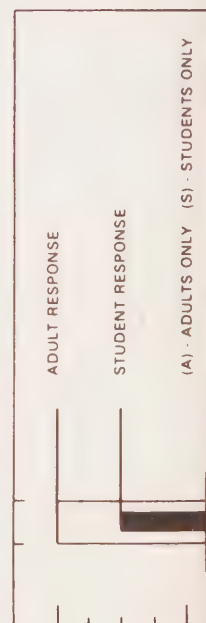
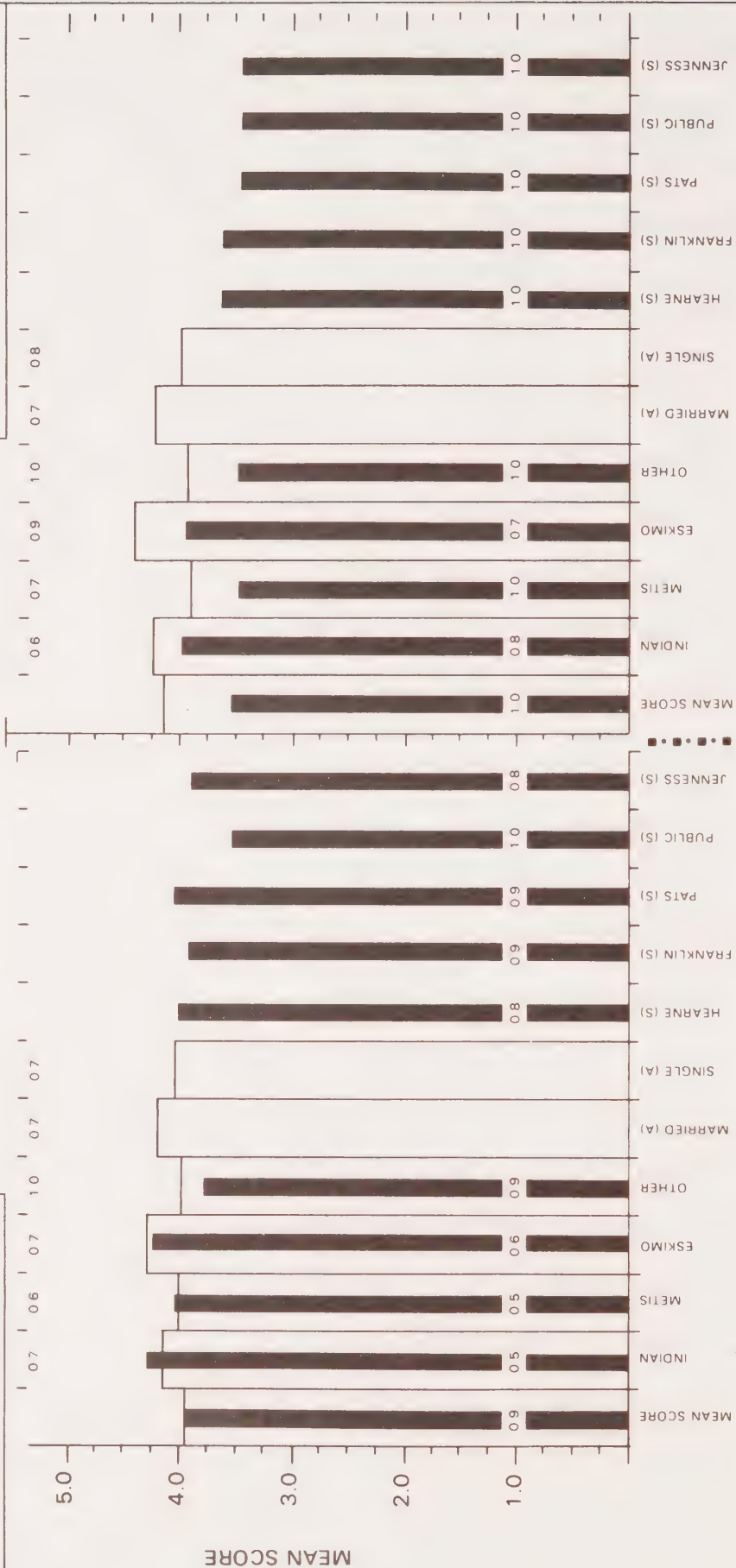
VAR. 025 CONSTRUCTION



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 026 COMM. MEETINGS

VAR. 027 HANDICRAFTS



xx) Variable 027 MAKING OF HANDICRAFTS FOR SALE
IN OR OUT OF THE COMMUNITY

This variable was also classed as being important. However, the adult and students differed in their value judgements. The Indian and Eskimo adults placed the greatest value on handicrafts sale with means of 4.2 and 4.4, respectively. The adult mean itself ranged from 3.9 to 4.4. The means for the students ranged from 3.5 to 4.0. The Indian and Eskimo students viewed it with greater importance with means of 4.0 and 3.9. Again there was little deviation from the mean.

xxi) Variable 028 RECREATION ACTIVITIES FOR
EVERYONE

All the respondents felt that recreation was important. The Métis adults thought it less important than the other categories with a mean of 4.0, and the Eskimo adults thought it most important as they had a mean of 4.5. Generally the students were consistent and had a mean about 4.3 to 4.5. There was little deviation around the mean score.

xxii) Variable 029 HUNTING, TRAPPING AND
FISHING

All of the response categories believed that hunting, trapping and fishing were important. In each case the adults felt it was more important than did the students. The Eskimos thought hunting and trapping was the most important, with the adults having a mean of 4.7, and the students having a mean of 4.4.

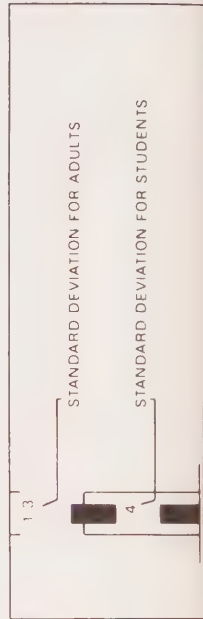
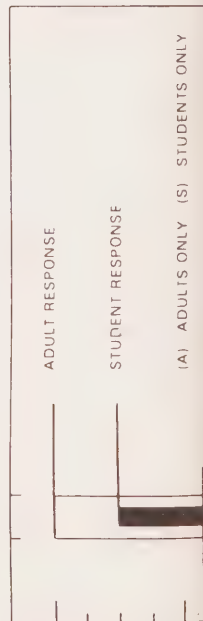
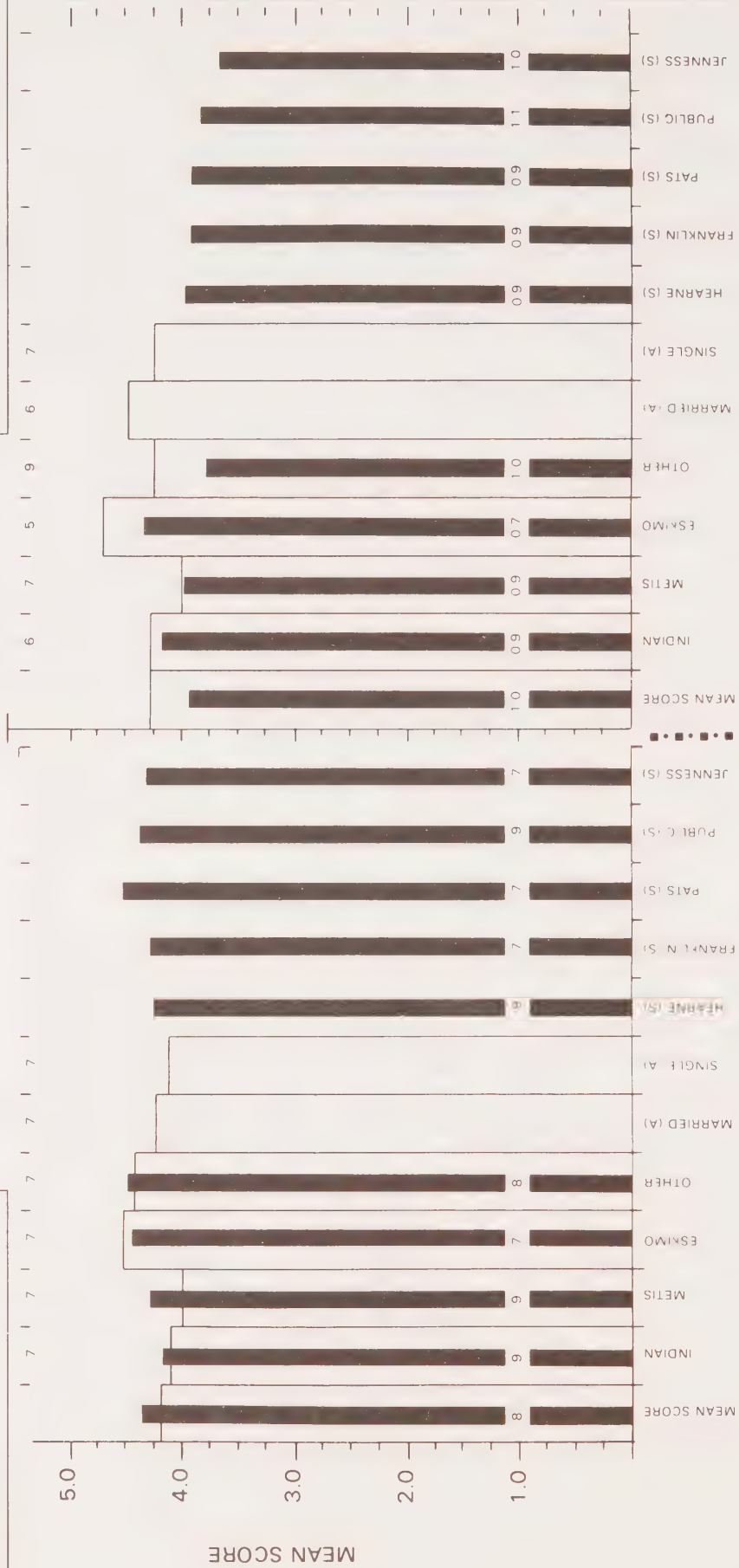
xxiii) Variable 030 STUDENTS RETURNING TO THE
COMMUNITY TO LIVE AFTER
THEY FINISH SCHOOL OR
SPECIAL COURSES

All of the adults were of the opinion that the return of students was important to the community, with means ranging from 3.8 to 4.1.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 028 RECREATION

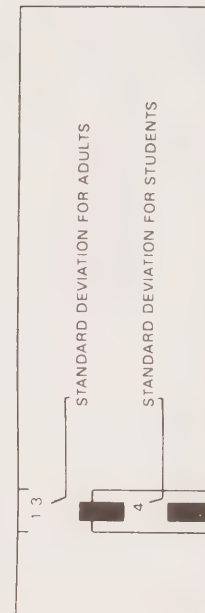
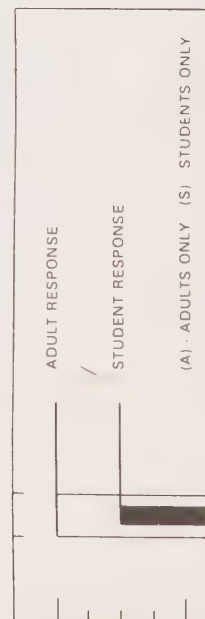
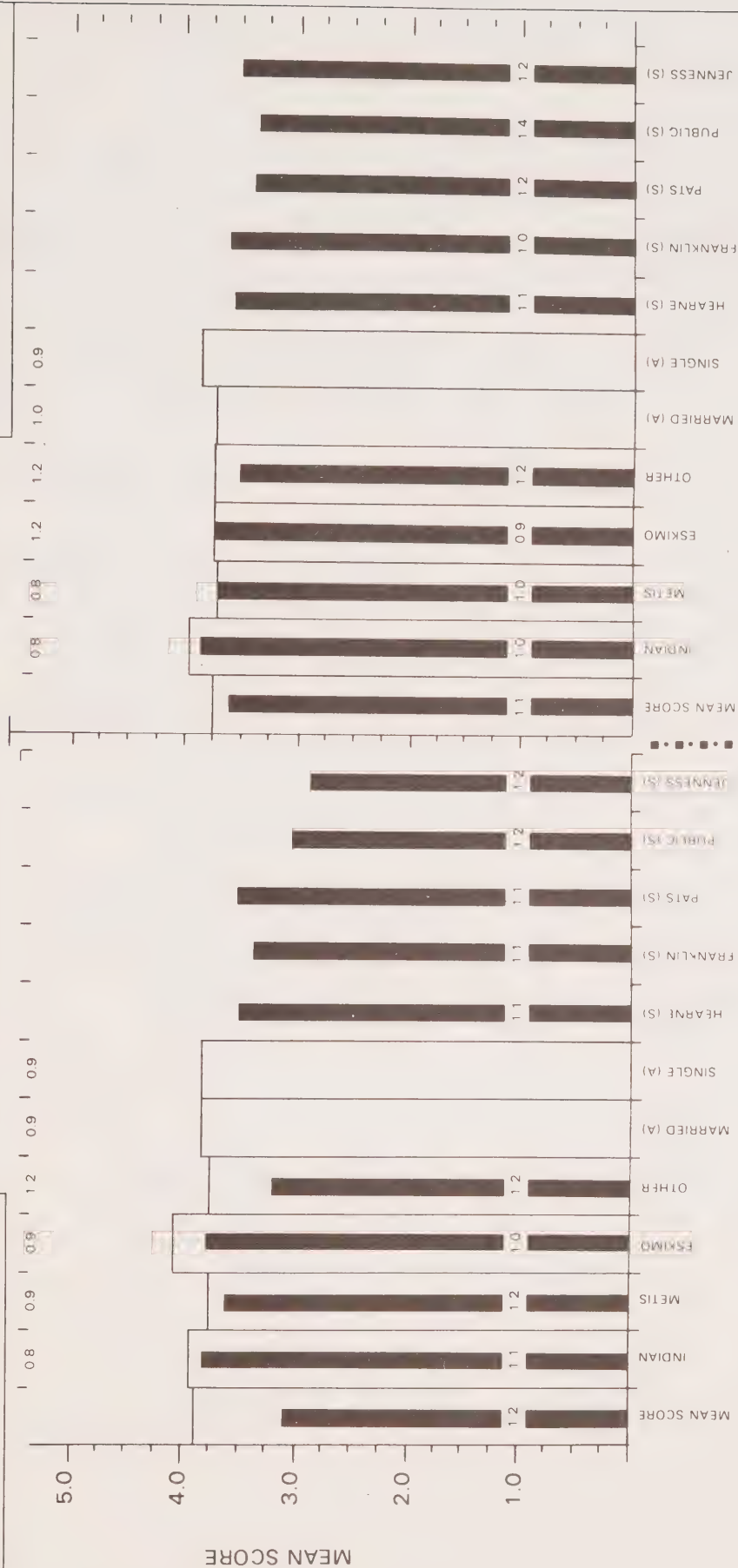
VAR. 029 TRAPPING



MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 030 RETURNING STUDENTS

VAR. 031 WELFARE



Most of the students were borderline in their attitudes with means ranging from 3.6 to 3.8. The Other category of students did not feel it to be important, as they had a mean score of 3.1. The students from the public and Jenness schools did not feel it was important either. Generally the responses were widely scattered as is shown by the large standard deviation, but as was the case in the community analysis of this question, the students showed the greatest variation.

xxiv) Variable 031 SOCIAL ASSISTANCE (WELFARE)
PROGRAMS

All of the respondents, both adult and student, regarded these programs as important. The means ranged from 3.4 to 3.9. The Indian adults placed more importance on welfare than did any other group, but the differences were small. In most cases, there was a fair amount of deviation from the mean with responses at both ends of the scale.

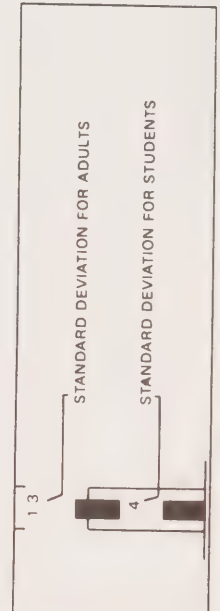
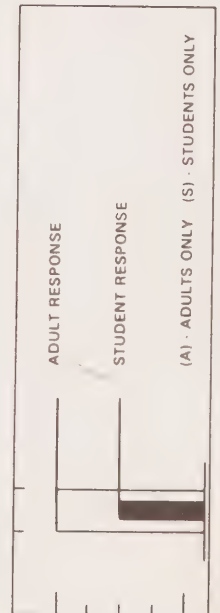
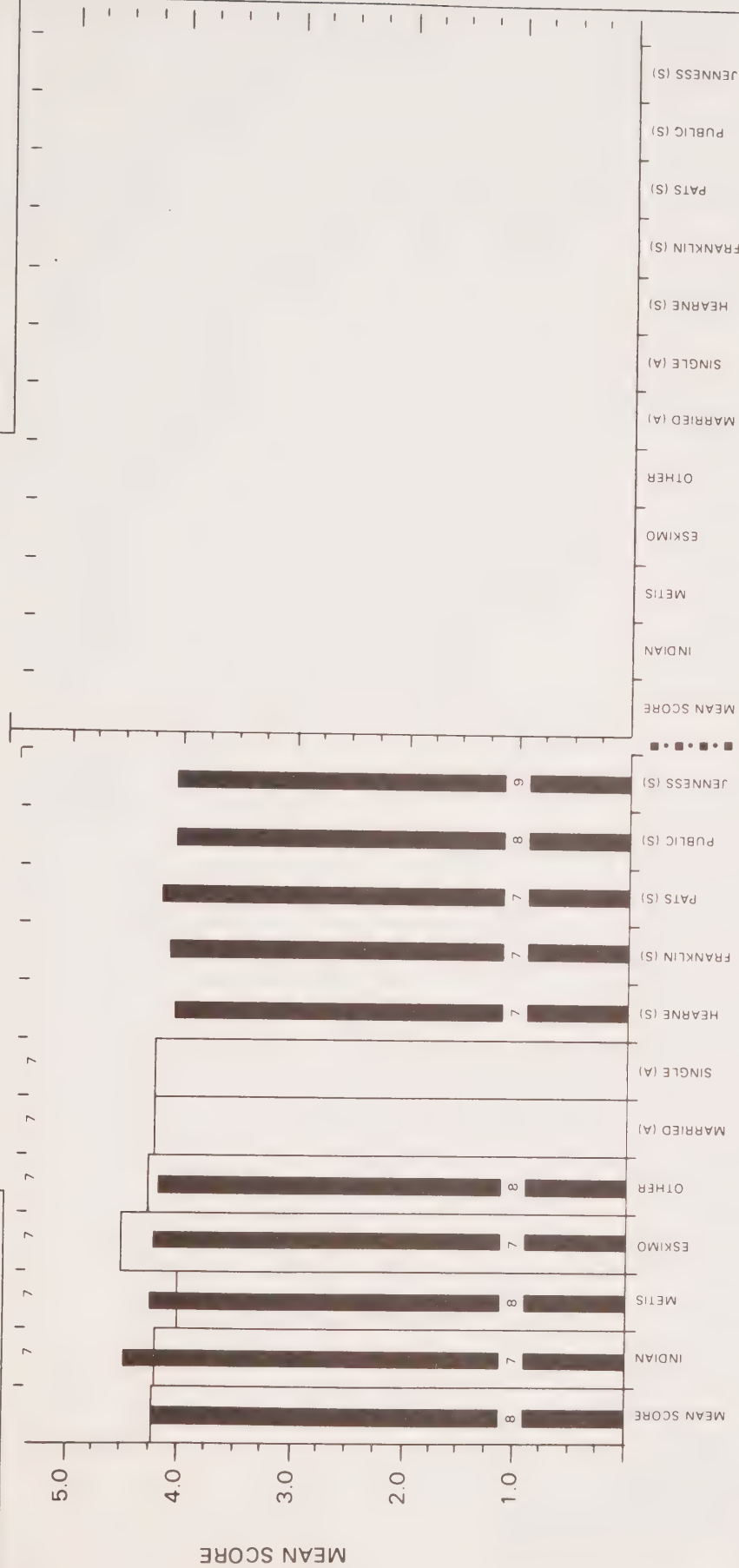
xxv) Variable 032 EDUCATION COURSES FOR ADULTS
IN THE COMMUNITY

All of the respondents viewed these adult education courses as being important. The means ranged from 4.0 to 4.5. Again there was little deviation with both adults and students in all categories giving very similar responses.

MEAN SCORE FOR AGGREGATE OF INDIVIDUAL ATTITUDE QUESTIONS

VAR. 032 ADULT ED.

VAR.



APPENDIX VII

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